

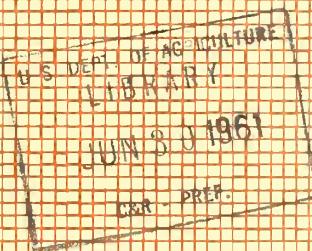
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# ORIENTING CLASSIFICATION AND WAGE ADMINISTRATION TO MANAGEMENT REQUIREMENTS



REPORT  
of the meeting of  
Forest Service Classification Officers  
FEBRUARY 28 - MARCH 5, 1955  
Washington, D.C.



REPORT OF THE MEETING  
OF  
FOREST SERVICE CLASSIFICATION OFFICERS  
February 28-March 7, 1955  
WASHINGTON, D. C.



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## FOREWORD

Classification officers of nine regions, the Forest Products Laboratory, Southern Forest Experiment Station, and the Washington office, convened in Washington, February 28 to March 7, 1955.

This report attempts only to summarize the gist of discussions, or in some cases, only conclusions resolved in the nature of recommendations for policy or procedural changes.

The consensus at the recent meeting of the Forest Service Classification Officers was that we have the foundation for and are developing a good classification program and that the quality of work being performed is generally good. However, the classification officers recognize the need for providing more and better service to management and to accomplish this, have made the following suggestions which require the endorsement and support of top management within major organizational entities:

1. That fuller recognition be given to the fact that line officers' responsibilities include certain specific responsibilities for position classification as for other elements of administration, such as organization, planning, budgeting, training and safety. These responsibilities are clearly defined in the Forest Service Manual for administrators at all levels of organization.
2. That classification be recognized as an integral part of organization and administration. To be most effective, classification must be a part of all matters of organization, including plans for establishing or modifying organization.

Every member of the group felt that this meeting was very worthwhile in clarifying servicewide philosophies and attitudes pertinent to classification and in furnishing a basis for better orientation of position classification and wage administration to current and future management requirements. Similar refresher meetings should be held periodically, at three or four year intervals.

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## GREETINGS

Perry B. Hinkleman, Chief of Classification, Forest Service

Welcome to the first meeting of Forest Service field classification officers. Our theme for the meeting is "orienting position classification and wage administration to current management requirements." During the past few years many changes in laws, rules, regulations, etc., have occurred which complicate the process of classifying positions and establishing prevailing wage rates. Therefore in order that these programs may be properly and most effectively administered in the Forest Service, we must orient them with present day management needs by demonstrating to administrators, unit supervisors and employees the benefits of a good position classification and wage administration program. This can be accomplished, we believe, through two methods:

### 1. Training

- a. Unit supervisors and administrators still do not understand fully their responsibilities in these fields and would benefit if they knew why some jobs are classified and others are under prevailing rate systems.

When they understand their responsibility, a condition has been created that will place classification and wage administration on a positive and constructive plane.

- b. Employees would benefit from increased understanding of
  - (1) position classification as it affects them and their work, and
  - (2) prevailing rate systems and how rates are established.

### 2. Cooperation

It should be emphasized that successful administration of any personnel program depends upon close cooperation between the operating divisions and the personnel division. It is particularly important in the field of position classification and wage administration. The maintenance of a current record of changes in the character of positions, occurring through the creation of new positions, reassignment of duties within an organizational unit, or the assumption of increased responsibilities by employees, depends upon the supervisors' awareness of the changes and their promptness in reporting them to the proper personnel authority. It is thus essential that classification and wage policy shall specify that no substantial changes in the duties or responsibilities of existing positions shall be made or new positions created without first clearing with the classifying authority, whether within or without the organizational unit.

Employee supervisors occupy the best observation posts for perceiving changes in the duties performed by their subordinates and for initiating moves looking

toward the reclassification or changes in salary level of one or more positions. For this reason, supervisors should be given some training in the elements of classification and wage administration, not that they should necessarily be competent to classify positions or approve new wage schedules, but only that they should discover and report the need for action.

In spite of the most conscientious efforts to maintain the classification and prevailing rate systems through these means, unreported changes are almost certain to occur. Because of this, periodic audits or resurveys are essential to keep the grade or wage level in tune with the facts of the situation. Still another approach to keep up with changes in duties, is to check on the requirements of a position every time the incumbent changes. This is, in effect, a check to see that duties about to be assigned are actually the same which influenced the original classification. If not, the position is redescribed and reevaluated to see if it still falls within the same class, grade, or wage level. This is an opportune time to effect corrections without jeopardy to employees already carrying out the duties.

Then, of course, every new position must be studied and evaluated. This requires that supervisors think through the position thoroughly in order that its duties and responsibilities may be clearly developed for evaluation before assignment of an incumbent can take place.

By far the most satisfactory method for keeping positions current, however, is a periodic survey or audit, for only under such a procedure can the interrelationship of all jobs in a given organization unit be studied at once with the least duplication of effort and with the maximum yield of job information.

Whatever the method, this necessity of keeping up with the dynamics of an organization is a point on which many classification and wage plans go awry. The budgetary approach to positions, for example, often leads to using for recruitment and pay purposes, a position authorized many years earlier for a purpose quite contrary to the one currently contemplated. Most often this results in an inappropriate title, class and qualifications statement. This happens because supervisors overlook the evolution that takes place in job duties and fail to reread and initial the description of the job before saying - "We should fill this position right away."

Such a program often seems expensive, but to stint on this out-of-pocket cost may create still higher hidden costs growing out of lowered morale, poor production, delayed operating programs, excessive pay for simple work and low pay for responsible work (resulting in poorly qualified administrators and professional men) all normal concomitants of inadequate or hasty or out of date classifications.

There are some special problems of particular concern to the personnel officer whose job it is to keep classifications up to date. Such things as (1) evaluating positions that have varying types and/or levels of work (mixed positions) and positions that vary in importance with different seasons or

periods (cyclic positions), (2) maintaining continuous understanding of classification and wage board objectives and methods on the part of employees and supervisors, and (3) protecting the integrity of the classification and wage plan. Any comments on continuous administration of the plan should not be considered without recognition of one other important point: The need to keep all parts of the plan current. For example, the class standards are not necessarily timeless; they are subject to change because of technological advances, changes in occupations (in knowledges required, scope of subject, professionalization, etc.), changes in the nature and scope of functions, to say nothing of changes resulting from a better understanding or keener evaluation of the field of work.

The process of classification is instrumental in revealing organizational defects and inadequacies in the flow of work and thus is an important means of improving operating management. The classification plan is fundamentally important in the development of a sound compensation plan and for purposes of financial administration generally. Compensation may be a powerful incentive; but unless salaries are standardized upon the basis of an equitable classification and wage plan, the salary situation may be a source of continuous and deep-seated dissatisfaction.

## GREETINGS

Richard E. McArdle, Chief, Forest Service

I suppose I have made as many speeches on position classification as on any other topic, although perhaps more often to individuals than to groups. I recognize the value of position classification and also that it is a big and difficult job. The programs that are coming in as a result of the change in administration and of the reorganization of the Department have increased your work tremendously. Perhaps this is the time to tell you that the good job you are doing is recognized and appreciated by others outside of Personnel Management.

I want to say a few words on the value of position classification in the broader field of administration, particularly in the Forest Service. As some of you know, I believe that classification can be a vital part of administration. It is my feeling that good administrators should use position classification and job descriptions as useful tools in the administration of the programs for which they are responsible. Insofar as position classification in the Forest Service is concerned, I want to mention two points - two facts that have to be taken into account in your work. First, you are dealing with a big organization and a complex organization - one composed of many people and many kinds of jobs. Second, you are dealing with a governmental, not a private organization and therefore have to operate under specific laws and regulations. In private industry, it isn't considered so important that there be equal pay for equal work. However, in Government service it is important that all GS-9 positions, for example, involve essentially the same level of duties and responsibilities regardless of whether they are located in the Forest Service or in some other agency of the Government. This means a difficult job in developing standards and in classifying positions.

In the Forest Service alone we have about 10,000 people. With the many different kinds of work being performed, it is important that men in the same grade, regardless of whether they are forest supervisors, researchers at the stations, engineers in the regions, chemists at the Madison Laboratory, or what have you, be required to perform work of a comparable level of difficulty and responsibility. If they aren't, there is going to be a tremendous amount of resentment. During the recent reorganization of the Department, we absorbed approximately five hundred people from other bureaus. I think it is a tribute to classification that we were able to do so without any appreciable difficulties. I have heard no resentment expressed regarding the grades of their positions on the basis of comparisons with positions in the Forest Service.

One of my important responsibilities is to run what I think the Navy calls a "happy ship," and we are not going to have this when some individuals have easier jobs than others occupying positions in the same grade. This is not the fault of classification, but of administrators in not requiring individuals to work at the level called for by their positions. You will hear,

as I frequently do, that a man is getting paid for doing work of a specific grade level, but he is just not doing it. Again, this is not the fault of the classifier who graded the job on the basis of the duties and responsibilities involved, but rather is the fault of the administrator in selecting an individual who was perhaps not suited or fully qualified to fill the job, or what is more common, the administrator doesn't insist that this person really measure up to what he gets paid for.

Classification is important to the maintenance of good employee morale. However, it seems to me that in many ways it is more essential to good administration, since good administration usually means good employee morale. If we didn't have classification it would be very difficult for an administrator to define his organization, budget his funds, and determine the types of employees required to accomplish the programs for which he is responsible. To repeat, I think good administrators will use classification and job descriptions as useful tools in the administration of their assigned programs.

We talk a lot in the Forest Service about service organizations, but sometimes the things I run across make me wonder who is serving whom. Because of the large amount of procedural and paper work required in government operations, and particularly in personnel work, I am afraid that we sometimes lose sight of our primary objective - that of managing and protecting our forest resources. You in classification can aid materially in meeting that objective by assisting our program administrators in meeting their classification responsibilities. It is my thought that a classification officer should serve the administrators and not that the administrators should serve the classification officer. If classification is to serve as an effective tool of administration, there must be cooperation and understanding on the part of both administrators and classifiers. If the administrator is to use classification as a useful tool, you will have to write the job description so that it will have meaning and can be used for this purpose. I wouldn't want to leave you the impression that all the administrator has to do is to use the material you develop. You have to fix it so he can use it.

I don't intend to imply that the job of a position classifier is not an important one. I think it is, but I also think it is a part of the total administrative job. Therefore, I hope that in accomplishing your classification jobs in the field, each of you will keep your eyes open for opportunities of reducing paper work and reducing requirements on the administrators responsible for managing and protecting our resources.

In closing, I want to repeat that I don't think our administrators have made as much use of position classification as they perhaps could and should. I would like to see this remedied both in the field and in the Washington Office and I hope that out of this meeting will come a recommendation for overcoming this situation. I hope our folks here in the Washington Office will take advantage of your discussions here this week to drop in and learn more about how classification can meet some of their management requirements, and also about some of the problems with which you as position classifiers are confronted.

GREETINGS

MacHenry Schafer, Director of Personnel, Department of Agriculture

I am glad to meet and greet you folks of the Forest Service who have responsibility for position classification and wage administration in the field. I am confident that your discussions this week will be of benefit, not only to each of you individually but also to the folks here in Washington. Undoubtedly one of the best things about this meeting is the opportunity it provides for you to become better acquainted with each other and with problems in different parts of the country.

We realize that you look to your Washington Office staff for advice and guidance. However, many of the problems in position classification and wage administration are not of a regional or agency nature. Therefore, I appreciate the invitation that has been extended to representatives of the Division of Classification in the Office of Personnel to participate in your various discussions. I hope from their knowledge and experience in dealing with classification and wage administration problems of a Department-wide nature, they can provide advice and assistance to aid you in dealing with your local problems. No doubt they will learn something about your problems, too!

In closing I would like to express my best wishes for a very successful meeting, and the hope that each of you will have an enjoyable as well as profitable trip to Washington.

## THE PLACE OF PERSONNEL ADMINISTRATION IN MANAGEMENT

E. W. Loveridge, Assistant Chief, Forest Service

The subject assigned to me here is: "The Place of Personnel Administration in Management." I am glad the managers of this conference have thereby recognized you as having over-all personnel management responsibilities - as well as being specialists in classification.

But before I take up my broader subject, allow me to cut in briefly on the topic, "The Value of Position Classification in Personnel Management." The point I want to make here is to challenge the misinterpretation too often placed on Napoleon's statement - how did it go? - "The morale is to the material as three is to one."

That is of course a basic concept in modern personnel management. It must always be kept in mind and applied. Too often, however, it has been warped to imply that a pat on the back and a cheerful smile rate three to one over the more tangible (material) rewards which you classification people provide.

More specifically - the wife of the young Junior Forester in GS-5, for example, finds it impossible to provide shoes for the youngster or even a housedress for herself, from pats on the back and cheerful smiles from the supervisory force. They are indispensable - but certainly not more so, on a three to one basis, than the uplift that comes from a deserved reclassification upward.

My purpose in thus infringing on this topic is to let you know we appreciate greatly your duties and accomplishments as classification officers. Your responsibility in maintaining and increasing the morale of our organization is a very important one.

Now about my topic. I notice it calls for comment on personnel administration in management instead of personnel management. I don't know just what distinction the program planners had in mind there. My dictionary authorizes the two words to be used synonomously including "the dispensation of sacraments, justice, etc."

Possibly the word "administration" calls for more in the way of procedures, methods, etc., than is meant by "management." However, whenever I think of the place of personnel activities in management I cannot avoid soaring. I use that word "soaring" deliberately because I frankly feel almost emotional about the responsibilities and the opportunities you people in Personnel Management have with regard to the reputation and responsibilities of the Forest Service in the conservation program of this country. The quality and performance of our personnel, it goes without saying, is the keystone to all Forest Service programs. Personnel officers are, therefore, in fact (through their remote controls which are really quite direct) practicing forest management, range management, watershed management and the other arts which make up the practice of forestry and wildland management in general.

Harassed as we all are, much of the time, with seemingly unnecessary tasks, it does help to lean back occasionally and consider that broader picture of how the personnel officers are participating in a movement which means so much to the general welfare at present, and for the years to come. There is, I hope, a great deal of personal satisfaction to you in participating so importantly in a real mission - doing worthwhile things for others in the general good.

That is rather high-sounding. But, as I said, that is the way I am inclined to soar when the potentialities for personnel management come up for consideration. I am not going to speak directly of the duties of personnel management - recruitment, placement, classification, training, welfare, safety and other normal personnel management functions. Instead I am going to repeat some proposals made to the chiefs of Personnel Management at a meeting here some years ago. Here is how it went:

Instead of speaking of specific personnel management functions, I want to speak briefly of some of the intangible - and nebulous - phases of personnel management, all of which are, however, directly related to the normal duties of the division.

In my judgment, personnel management has the following six over-all functions and responsibilities:

- (1) Creative thinking - development of new ideas, policies and practices for consideration and hoped-for adoption.
- (2) Having these new high-level - forward-looking - policies and practices put into effect. This is particularly difficult because the personnel manager does, and should do, little of this directly, but through others.
- (3) Advice to your chief, division chiefs and others on personnel management matters of all classes (a staff job), and a part of the next point.
- (4) Establishing and maintaining important personnel management practices at a high level, and doing so in the difficult, indirect way mainly because it must be done through others, and under the authority of ability, confidence and respect, rather than by mandate.
- (5) Keeping the routines rolling smoothly and expeditiously.  
Important!!!
- (6) Protecting the Regional Forester by adequate auditing - policing.

Consider each of these six functions. My judgment is that all of them are being done reasonably well, to excellent - expecting the first two, especially (1). (Progress has been made since this statement was made at the meeting of Personnel Officers, but not enough.)

The pressure to keep the routines rolling and the day-to-day demands must make it impossible to do the creative thinking and the development work which I know all of you are hungry to undertake.

The correction of this situation, it seems to me, is one of the main personnel management problems to be solved. I would, therefore, at this point change the title of this talk "The Place of Personnel Administration in Management" to "The Place of Management in Personnel Administration."

My suggestions in this connection are:

- (1) Maintain an anti-imperialist complex. Do not reach for more detailed jobs. Welcome the loss of routine jobs unless effective handling of personnel management is thereby endangered. In other words, do not be concerned about, but rather welcome having, for example, Fiscal Control take on such things as leave records, possibly some of the retirement duties, and maybe even some of the appointment records.

Nor should the fact that Operation undertakes some jobs which might logically be done in Personnel be a matter of concern but of satisfaction, assuming that cooperative relationships exist.

- (2) Organize Personnel Management so that the Chief of the Division will have time for creative-development work - work commensurate with his grade. This of course means a staff to relieve the Chief of the Division. (In my talk to the Personnel Officers, they were advised to comb the country carefully to get a top executive officer, and then hide out - away from the routines - but still keep control over them.)
- (3) Maintain the prestige of the work. Don't misunderstand that statement. Only within recent years (I said then) has Personnel Management been recognized as a division excepting in two regions. It therefore now rates in that respect with other divisions as a career, and the type of personnel recruited into the division is constantly improving. By all means keep that trend upward. Personnel Management has in the past, as was Research in days gone by (until Clapp corrected the situation), been a dumping ground for problem cases.

The gist of this point of course is: Recruit for personnel management carefully. Maintain a high standard.

Many other suggestions will occur to you. Basic to all of them, however, is that of recognizing Personnel Management as a professional resource management division, handling of all the physical resources. But it is more than that - more important than any other division in many respects - because it is also managing our human resources. Yours in Personnel Management is therefore a great and grave responsibility.

## THE VALUE OF POSITION CLASSIFICATION IN PERSONNEL MANAGEMENT

Bernard A. Anderson, Personnel Officer, Forest Service

The Division of Personnel Management has the responsibility of getting the work of the Forest Service done efficiently and at the least cost consistent with high standards. To do so, it is absolutely necessary that the Forest Service career system must attract and retain in its ranks the most competent workers, and furthermore, insure that these workers are used to the very best advantage.

In a recent publication by the Civil Service Commission, the following statement is made: "To attract and hold competent workers, the Government must (1) maintain conditions of employment which provide employees with fair pay, opportunities for recognition and advancement, and protection against unwarranted adverse action or capricious removal. While doing this the personnel system must also (2) meet the standards of public service in a democratic government. This means that the system must emphasize equal opportunity to compete for Federal employment, appointment based on merit, and nondiscrimination in all personnel actions."

Before we discuss the value of position classification in personnel administration, I would like to cover briefly the jobs there are to do in the organization of which position classification is such a vital part. First, there is recruitment. The competitive merit system of hiring seeks to insure equal employment opportunity and appointment of well-qualified personnel. Supervision and leadership must be given to forests, stations, and divisions in obtaining qualified personnel; contacts must be maintained with forestry, engineering, and business management schools; close participation with Civil Service Commission representatives in preparation of examinations must be maintained. Appointments under delegated authority is another field of activity, the many ramifications of which you are quite familiar - rules of procedure, testing of probationers, police checks, orientation, interpretation of rules. Performance rating involves the impartial and fair evaluation of employee efficiency.

Another field of activity has to do with promotions and incentives. The awards program with its emphasis on the recognition of employees for outstanding efficiency, suggestions for work improvement and other meritorious performance is getting increased attention these days. Disciplinary and adjustment cases entailing the necessary investigations, analyses, and recommendations are still another large field of activity in personnel management. The proper placement of people, which means keeping posted on qualifications of individuals, is an activity which you must never fail to keep in the foreground in an organization. To do so at an acceptable level requires never ending discussions with work supervisors, promotion rosters, birds-eye-view reports, organizational adjustments, tests, transfers, etc.

Training means continual surveys and studies to determine needs, development of training aids, supervision and cooperation on an intimate basis with every division in the Service, as well as with State and private groups.

With fuller realization of how much accidents are costing in money and employee suffering, as well as outright production, employee morale and Service prestige in the public's appraisal of our work performance, top level management has given further stress to safety activities.

The Forest Service has been in the foreground in its efforts to provide retirement counsel. But we have barely scratched the surface in this field. Unemployment compensation, social security and old age insurance, the administration of the Civil Service retirement plan, etc., are so closely allied to the welfare activity it is almost impossible to separate them. We know we must encourage group health and hospital plan participation, credit unions, purchasing co-ops, recreational facilities, as well as assist and recognize the employee in the one hundred and one details that must be observed if a high morale is to be maintained.

And now we come to position classification and wage administration. Important as each of the activities is to the proper functioning of a personnel management organization, without a solid and intelligent classification system, the Forest Service as we know it today simply could not exist. We have come a long way from the "spoils" system which existed previous to 1883 when the public couldn't stomach the inequities among public workers any longer and insisted on the passage of the Civil Service Act. The Classification Act of 1949 and its amendments under which Federal employees function is the final result and the backbone of our personnel management system of today. There are over 1,000,000 employees working today under the provisions of the 1949 Act and 750,000 under some sort of wage board procedure in accordance with prevailing labor market rates. You professional technicians in this room are responsible for how well and how intelligently the provisions of the Classification Act are administered and to what extent you meet the needs of the over 9,000 year-long employees and 15,000 part-time workers of the Forest Service. Now bear in mind, I didn't say how successfully the classification system functions. More on that later.

Roughly you have two major tasks to perform:

1. Provide a cataloging system for the many kinds of jobs we deal with. The Forest Service uses several hundreds of kinds of skills. Therefore the jobs that are generally alike with regards to the work done and the skills needed are grouped together.
2. Provide a basis for determining pay. Jobs which are of about the same difficulty can be assigned the same rates of pay. Equal pay for work of equal difficulty has been the over-simplified definition of classification work. I can't understand how anyone who ever supervised an organization could have the courage to reduce such a complex subject as classification to five simple little words as "equal pay for equal work."

It's no easy task to get the facts about the duties and responsibilities involved in a position. You have to get them from quizzing the employee on the job; you question the supervisor of the position; review work samples; check laws, rules, regulations, search through

reports and publications; analyze forms and materials. Some of the techniques involved in obtaining the facts are position and description questionnaires, work audits, functional charts, position charts. And then comes the analysis of all of the facts you have found to be characteristic of a particular position. Those facts have to be simple, well understood, clear and acceptable to the supervisor and employee alike. Briefly, you determine for management the grade of the position by:

- (1) The nature and variety of work.
- (2) The nature of supervisory control exercised over the work.
- (3) Nature of available guidelines for performance of the work.
- (4) Originality required.
- (5) Purpose and nature of person-to-person work relationships.
- (6) Nature and scope of recommendations, decisions, commitments and conclusions.
- (7) Nature and extent of supervisory control over the work of other employees.
- (8) Qualifications required.

Now let's go back a bit and pick up where we questioned the success of the classification system in an organization. If the supervisor won't use it intelligently, it won't work. Why? He groups the duties and assigns the responsibilities which go to make up the individual jobs. Unless the supervisor keeps the job currently described as he adds or subtracts duties or responsibilities, classification of the job is out of line.

The supervisor is the person who ordinarily decides what skills or peculiar qualities a person must have to do the work which influences the level of the job. This requires above all else that he be honest and factual in describing the duties which employees perform. All of you have had experiences to the contrary -- and let me say here that the manner and with what tact, persuasiveness, judgment and courage you handled these situations pretty much measures your value as a position classifier.

The value of a classification system to an organization is closely parallel to your attributes as a position classifier. I think here is a good place to outline some of those attributes.

1. How fearlessly do you exercise your delegated authority?
3. How effectively do you make corrections in position descriptions as a result of post-audit surveys?

3. Do you train supervisory officers in the application of personnel classification techniques to their administrative problems?
4. In what manner do you work with and through administrators in the field?
5. Are good working relationships established and maintained with employees and their supervisors?
6. How do you act on positions involving personnel considerations of a problem nature?
7. Do you maintain an adequate classification program?

In thinking of position classification as an instrument of management, we ordinarily ascribe the following uses or values to it:

1. Description of the current organization.
2. Maintenance of servicewide uniformity.
3. Maintenance of organizational relationships.
4. A tool for budgeting.
5. Clarifies promotion on transfer transactions.
6. Aids in developing service rating plans and training programs.
7. Provides a uniform job language.

Of late I have been hearing increased rumblings from supervisors that classifiers may speak a uniform language, but it at times is getting increasingly difficult for the layman - in this case the administrator - to understand. His first reaction in those cases is to restate that classification is a tool of management and exists for that purpose. The inference is that the tail is wagging the dog. The Second Hoover Commission in its recently released report to the Congress on Personnel and Civil Service intimates the same criticism. It states: "The classification of positions for pay purposes has become overly elaborate." Also speaking of the multiplicity of grades at the lower levels which have all but destroyed salary distinctions at grades GS-5 and below, it goes on to say: "Consequently a terrific amount of paperwork has to be done in developing and evaluating position descriptions to make fine distinctions in grade levels which result in small differences in pay." The Commission's report also criticizes the multiplicity of wage board systems. Frankly, we don't have very good coordination of wage board determinations in our organization. Do you classifiers really believe that we need to have variations of from one wage zone with relatively few classes in some regions and over a hundred zones with five to six hundred classes in another? We need better correlation and that's one reason why we are here today.

We mentioned the use of classification as an aid to performance evaluation. What better form for performance rating could you devise than the realistic and factual job descriptions the classifiers have written? If the Second Hoover Commission recommendations on our performance rating system are acted on, it will be abolished. I would suggest that serious consideration be given to greater use of position descriptions in effecting a new rating scheme.

In closing I wish to express once again my admiration for the caliber of thinking you classifiers bring to your job and the determination with which you face your tasks. I don't know of any other single class of employees who are called on to exercise more tact, courage and resourcefulness than you. I know in evaluating the worth of position classification to personnel management, I have a tendency to discuss the subject on an immediate and personal basis and to that extent I may not have been as objective as you would want me to be.

Be that as it may, I want you to know that I think all of you are doing a wonderful job; the supervisors have confidence in your judgment and respect you personally. And all of us sincerely believe that without the strong classification system in effect, the Forest Service prestige and employee morale would backslide in mighty short order.

## WAGE ADMINISTRATION

### Topic No. 1 - Conversion CPC to GS and to prevailing Rate Systems

Panel:      W. W. Mitchell, FPL, Chairman  
K. M. Daniels, R-4  
E. E. Kiene, R-2  
H. V. Halvorson, R-9  
T. T. Townsend, USDA, Adviser  
E. H. Lane, WO, Adviser  
H. E. Howard, R-8, Reporter

The panel presentation and the following discussion revolved around three broad topics:

- I. Pros and cons of exempting higher grade C&M Supervisors and similar positions from conversion to prevailing rates.
- II. Problems connected with the application of Army-Air Force rates to Forest Service positions.
- III. Sources of employee misunderstanding and dissatisfaction when converting to prevailing rates and methods for overcoming them.

Discussion brought out that for purposes of conversion there is a distinct trend against giving weight to supervisory and managerial responsibilities in positions in which the incumbents have normally progressed upward from laborer status. Supervisory and managerial responsibilities that would justify retention of such positions under the Classification Act should be of the caliber ordinarily exercised at the Forest Supervisor or Regional Office Staff levels. The group was assured that the Department and the Washington Office will support conversion of C&M supervisor and similar positions to prevailing rates.

Army-Air Force wage data is normally collected in highly industrialized areas with large concentration of wage workers. Employments on the national forests are seldom in these highly industrialized areas. Consequently, Army-Air Force wage rates are frequently inapplicable to Forest Service positions.

Application of the 8-Hour Law to wage board supervisory personnel was brought up for discussion, following which it was recommended:

- (1) That the Washington Office Division of Personnel Management should develop an interpretation covering the application of the 8-Hour Law to wage board supervisory positions for inclusion in Section 40.7, Chapter E of the Forest Service Manual.

W.O. COMMENTS

Following is an excerpt of a Memorandum for the Record, September 23, 1955, written by P. B. Hinkelman, summarizing the results of discussions held with Mr. Townsend on this subject. This interpretation will be incorporated into the Forest Service Manual in the near future.

"I had discussed this particular problem with Mr. Townsend of the Department Office of Personnel, on previous occasions, and he said that he would like to discuss it with the General Counsel's Office before he gave us an opinion. He called today and said that he had discussed it with Mr. Mostow of the General Counsel's Office. Mr. Mostow said that in general this is their feeling about the subject:

"The fact that an employee was a supervisor of laborers or mechanics did not in itself make his position subject to the 8-Hour Law. You had to look at the supervisory jobs on a case-to-case basis to determine the gross job to see if their incumbents were actually doing laboring work or supervisory and administrative work. If the foreman, as a working supervisor, is primarily doing work normally assigned to laborers or mechanics, he is subject to the 8-Hour Law. However, if the supervisor is not doing such work, but is engaged in supervision of a group of laborers or mechanics, including work such as keeping time reports, filling requisitions for materials or supplies, laying out plans of work for the employees, making inspections (without actually doing any of the work), then he is not subject to the 8-Hour Law. The final determination is not based on the title - it is what the individual actually does that makes him subject to or exempt from the 8-Hour Law.

"Mr. Townsend advised us to secure a copy of Solicitor's Opinions Nos. 2832 and 3015, which are somewhat old but still in effect. He further stated that Opinion No. 3015 refers to an Attorney General's Opinion on the subject.

"We found upon reviewing the Solicitor's Opinions that they confirmed the opinion Mr. Townsend had received from Mr. Mostow as outlined above."

## WAGE ADMINISTRATION

Topic No. 2 - Centralized Wage Board Control and General Discussion of Current Problems and Trends.

Leader: T. T. Townsend, USDA

H. C. Bradshaw, SFES, Reporter

Mr. Townsend placed on the blackboard a partial comparison of Army-Air Force vs. Forest Service common labor rates, based on simple averages where the areas have more than one wage zone, as shown below:

(Top line - Army-Air Force; bottom line - Forest Service)

<u>State</u>	<u>Firefighter (Unskilled)</u>	<u>Laborer I</u>	<u>Laborer II</u>	<u>Labor Leader</u>
Alabama	-- .76	1.26 .78	1.32 .90	1.44 1.03
Arkansas	-- .81	1.18 .85	1.24 .94	1.35 1.01
Florida	-- .79	1.32 .83	1.38 .93	1.48 1.06
Louisiana	-- .84	1.22 .88	1.28 1.10	1.40 1.21
California	-- 1.30	1.62 1.46	1.66 1.53	1.75 1.65
Illinois	-- 1.05	1.60 1.05	1.64 1.15	1.71 1.25
Indiana	-- .95	1.60 1.05	1.64 1.05	1.71 1.15

Mr. Townsend pointed out that due to lack of funds, Department of Agriculture wage administration is a "one man band" affair at present; that in the Department, wage board operations are decentralized by delegation of authority to the several agencies. Also, that along with this decentralization of authority, there naturally follows a need for shared responsibility for the Department's wage board program.

Mr. Townsend discussed briefly the present definite trend toward centralization of wage board operations. He said that it has been estimated that centralization will save \$145 million each year. Actually, in the Department of Agriculture it is going to increase, rather than decrease, the cost for several reasons:

1. Army-Air Force rates - which are higher than ours - are being considered as those to be used.
2. With conversions from CPC to GS or prevailing rates, thousands of jobs will revert to wage board jurisdiction; none - due to the "saved rate" policy - will involve a reduction in cost, but many will involve increases over present CPC rates.

Mr. Townsend predicted that within the next five years, there will be a definite (and probably successful) drive to place all positions in GS-6 and below - the white collar classes - under the prevailing rate system, stating that, among other reasons, this is one way to reduce costs overall.

Mr. Townsend made the following comments related to the Department's wage administration activities:

1. Decentralization of wage setting authority is coordinated and tied together by Administrative Regulations and The Manual of Definitions for Wage Board Jobs.
2. Army-Air Force Wage Administration Regulations provide for central control on force account employees only to the extent that they establish maximum rates.
3. The Department of Agriculture cooperates with other agencies and departments wherever possible; however, there is little comparison between Department of Agriculture needs and the needs of other agencies and departments.
4. The Department of Agriculture utilizes wage scales established by other agencies and departments whenever they have rates for jobs similar to those in our Department.

Mr. Townsend pointed out that the heads of agencies have always had authority to establish policies and fix wage rates within their departments, except in those instances where Congress has removed that authority. The present proposal - as recommended in the so-called "Sorensen Report" - is a wide deviation from this age-old departmental right, as wage fixing authority for positions outside the classification act would be removed from the departments and would be vested in the President as one of the provisions of a proposed reorganization plan. The President would then assign responsibility for coordination and supervision of the wage administration function to the Civil Service Commission, probably by executive order.

If this proposal is approved, apparently the Department would have the right to request exemption from the centralized wage-fixing procedure, by submitting justification showing that the types of jobs in the Department are unique in character and, thus, not commonly found in other Departments.

In further commenting on the "Sorensen Report," Mr. Townsend indicated that the Department had agreed that the establishment of a uniform system should be the responsibility of Civil Service Commission, but that the Department of Agriculture should properly ask for exemption from the coordinated plan, in view of its unique position (i.e., it has larger number of individual locations of wage board personnel - in excess of 1,000 - with a relatively small number of people at each location). Consequently a centralized wage-fixing procedure would be uneconomical and impractical.

Mr. Townsend gave a "thumb nail" sketch of the composition and operation of the Army-Air Force Wage Board. Its membership is comprised principally of officers in the defense agencies and a few civilian employees. The board meets only at prolonged intervals (1-2 hours, 2 to 3 times per year), makes no individual wage determinations, but reviews recommendations as submitted by field technicians.

In the establishment and/or revision of Army-Air Force rates, Mr. Townsend advised that these agencies contact principally manufacturing organizations (a group which the Forest Service and the Department of Agriculture as a whole are not in competition with). Yet, the Bureau of Labor Statistics has cited that: (1) Custodial workers employed by non-manufacturing concerns are paid only 84% of the rates paid by manufacturing concerns; however, manufacturing vs. non-manufacturing are almost equal (100% vs. 99%) in rates paid to maintenance and material moving employees. Also, that Army-Air Force rates are 13.7% more than the over-all industry standards - or an average of 36¢ per hour more than prevailing standards - in the lowest four grades.

Copies of the attached mimeograph form were distributed. The Department of Agriculture Personnel Office uses this form when making a general (but not exact) comparison of rates - by counties, between departments, or between agencies. He suggested that this form be used by regional wage boards to make simple comparisons (1) between rates paid by Forest Service and other agencies and/or departments, and (2) as a quick comparison - by counties - of regional rates to insure that rate determinations are within reason.

Mr. Townsend closed his discussion by making the following predictions: That - by 1980 - a 6-hour day would be adopted for labor; and that even earlier, regulations would provide for a guaranteed annual wage (although such a guaranteed wage would be considerably depressed from existing wage scales).

COPY

(a - ARS; f - FS; s - SCS; x - A-AF;  
o - other, as indicated by footnote)

State \_\_\_\_\_

County	.....
Statewide	.....
	Janitor I
	Janitor II
	Fire-fighter I
	Laborer I
	Laborer II
	Laborer III
	Labor Leader
	Truck Driver II
	Equip. Oper. I
	Equip. Oper. II
	Equip. Oper. III
	Auto. Mechanic

## WAGE ADMINISTRATION

### Topic No. 3 - Variance between Regions in Operations and Procedures

Panel: H. E. Howard, R-8, Chairman  
C. L. George, R-1  
C. G. Brown, R-6  
E. A. Harris, R-5  
P. B. Hinkelman, WO, Adviser  
E. E. Kiene, R-2, Reporter

The following comments were made with respect to the wage administration operations and procedures followed in the various regions:

Region 6 - Wage plan is patterned generally after the Defense Department plan. Uses job evaluation method. Uses Army-Air Force wage schedules, averaging the rates set in six wage areas and reducing the average by 6% to arrive at the Region 6 rates. The amount of this differential was determined on the basis of data collected in eight spot-check wage surveys of ten different classes. Supplemental spot-checks will be made at prescribed intervals to determine if the differential should be changed. They use Region-wide rates with a three step range. In evaluating jobs, provide points for physical demands, mental demands, working conditions, and qualifications required. This system is used for operation and maintenance jobs which comprise majority of their work. Later they checked their established rates with Pacific T&T Co. wage surveys and found only a few cents difference. They issued a manual defining the duties of their various positions and the Wage Board grade therefor as established by the job evaluation method.

Region 5 - Makes own surveys, dividing State into three zones. Surveyed ten key class titles in these zones, in areas where there was such employment; following year checked their rates against current CSC, State, employment service and other rates and found no changes needed. Year after that made all-forest and all-titles surveys. Has one flat rate, for entire State for all types of employment (yearlong and temporary).

Region 1 - Makes local surveys by forest force. Engineering responsible for making surveys for central repair shops. Establishes rates in accordance with weighted averages. Has one wage rate for entire region. For FF rates, has annual meeting of all interested agencies, State, other Federal and timber cooperatives; deducts value of subsistence from established FF rates.

Region 8 - Makes surveys for key jobs on each forest. Surveyed only those positions needed for LU Projects. In applicable areas, uses

TVA and similar information. Sets rates up on a grade basis and has 3-step range for regular employees. Now has 46 rate areas; probably will combine some rate areas when next survey is made.

Region 3 - About same as Region 1 procedures. Four locality wage areas for unskilled and semi-skilled laborers and Region-wide rates for other positions.

Region 7 - Makes actual wage surveys; their big difficulty is adjustment between units because have both high and low wage areas in region. Sets flat rates in 17 wage areas.

Region 9 - Makes local surveys and has 3-step range for yearlong workers in 12 wage areas.

Region 2 - About same as Region 1. Makes local surveys by forest force, with as complete a coverage as possible. Has same rates for entire region for skilled workers of all kinds; has zone rates for laborers. Has 3-step plan applicable to formal appointees only.

Region 4 - About same as Region 1 procedures. Flat rates Region-wide except for project work areas.

After some discussion of the above variations, it was recommended that flexibility be continued, i.e., each region retain freedom of choice as to the wage-setting plan most applicable to its conditions, but that wage rate areas be broadened to cover as large a territory as feasible under local economy.

#### W. O. COMMENTS

We agree that this flexibility is desirable and will work with the Department to maintain as much freedom for local determinations as possible. This will be possible only as long as we carry out our wage policies in accordance with the departmental rules, regulations, and instructions. Attempts to circumvent these instructions will only result in a tighter central control.

## WAGE ADMINISTRATION

Topic No. 4 - Changes needed in Rules and Regulations and in Manual of Definitions for Wage Board Jobs.

Round table discussion -

Leader: E. A. Harris, R-5  
C. L. George, R-1, Reporter

The following recommendations were developed and approved by the participants in the meeting:

1. Restore to the Department's Manual of Definitions for Wage Board Jobs certain FF supervisory and other FF titles and definitions which are in current use and have been omitted from the last two manuals.

FF titles in current use and previously authorized and defined include:

Saw Filer	Timekeeper
Teamster	Radio Operator
Cook's Helper	Flunky
Second Cook	Truck Driver (Light)
Crew Boss	Truck Driver (Heavy)
Sector Boss	Boat Operator
Division Boss	

In addition to the above list certain titles not designated or pre-fixed by FF are currently being used to establish FF rates. Permission to establish FF titles and rates is therefore needed for the following titles:

Faller-Bucker	Camp Cook III
Packer, Short string	Camp Cook IV
Packer, Long string	Tool Sharpener
Truck Driver II	Power Saw Helper
Power Saw Operator	Packer Helper
Bulldozer Operator	Truck Driver I
Bull Cook	Blacksmith

2. Establish Warehouseman wage board titles and definitions at two levels, based on the following definitions:

### WAREHOUSEMAN I

Does manual work incident to the operation of a small warehouse; checks supplies in and out; unpacks and stores supplies and crates and/or packages outgoing shipments; rehandles

and sharpens tools; keeps buildings and grounds clean and makes minor repairs to improvements; picks up and delivers supplies. May direct the work of a few regular laborers and a large group (up to 10 or more) during peak work seasons.

3. That study be made and instructions issued to clarify policy regarding effect of subsistence allowances on wage rates paid FF and regular employees.

#### W. O. COMMENTS

Recommendations Numbers 1 and 2 have been completed. The new titles that were suggested are now in the Manual of Definitions for Wage Board Jobs. The setting of FF titles has been clarified by our K-Personnel-Wage Administration memorandum of April 14, 1955.

Recommendation Number 3 in regard to the effect of subsistence allowances on wage rates paid FF and regular employees is being studied. All Regions have now replied to RM Circular 55-83, dated May 20, 1955. The answers are being reviewed and a definite policy statement will be made soon.

## POSITION CLASSIFICATION

### Topic No. 1 - What Constitutes a Work Audit and Proper Documentation?

Panel: R. J. Goodell, R-3, Chairman  
W. W. Mitchell, FPL  
H. V. Halvorson, R-9  
E. E. Kiene, R-2  
J. P. Findlay, USDA, Adviser  
P. B. Hinkelmann, WO, Adviser  
K. M. Daniels, R-4, Reporter

Mr. Findlay had the following comments as to what constitutes a work audit and necessary documentation:

The primary purpose of a work audit is to clarify, verify or supplement the facts about positions as given on the position description, and thereby to increase the classifier's understanding of such positions. Its method is that of personal interview, observation and conference.

In conducting a work audit of a position the classifier interviews the employee at his place of work. He also interviews any others who have first-hand knowledge of the employee's work, such as the employee's supervisor or division chief. He makes personal observations where practicable, of the work flowing across the employee's desk, or of his tasks during their actual performance. He also secures any organization or function charts, exhibits or supplemental statements which seem necessary or helpful.

Experience in position classification has shown the necessity for a thorough search of the facts by the classifier in order to arrive at a decision as to the proper classification of a position. He must have full information from which inferences can be drawn as to the difficulty, complexity, importance, responsibility and general character of the work of that position.

This is not so simple as it might at first appear. Some of the factors which frequently prove to be controlling elements in evaluating a position are intangible ones which would not be disclosed merely by direct observation of the work of the employee. Frequently it is only after a thorough investigation of the bonds which tie the position to other positions such as lines of authority, channels of flow of work, sources of advice, and existence of checks and reviews - that an adequate and objective picture of its duties and responsibilities can be drawn.

Accordingly, the classifier must inquire into the manner in which the work in question comes to the employee; what has been done with the work before it reaches him; the form in which it comes to him; what his immediate and specific tasks are; the methods, processes, or practices by which he performs them; whether these are definitely prescribed or depend upon his

initiative; what laws or policies he is required to observe in doing his work; what action he takes; what the essential purpose of his work is; the matters on which he has to exercise judgment or discretion; what qualifications would be required of anyone in order to carry out that work; what review his work receives and for what purpose; what the final disposition of his work is; what the importance, the subject matter, and the relative finality of his recommendations or decisions are; and the extent to which the positions involves the responsibility of initiating or taking action with or without consultation with others. The classifier also analyzes especially the relationship of the position to other positions in the organizational unit, disclosing the kind and extent of supervision flowing toward the position, and the kind and extent of supervision exercised by the incumbent over any subordinates.

The classifier should be thoroughly familiar with the basis and principles of position classification and with the personnel procedures of his organization. In addition, he must be skilled in interviewing in order that he may bring out facts bearing on allocation factors in the field of the work of the position, without creating misunderstanding or friction and without consuming unnecessary time or burdening supervisors and employees.

At first it might appear that the interview is just to get the facts about what the employee in question does; but except in the most routine positions, the facts about what the employee does are almost innumerable. There is a high degree of selectivity involved, and obviously this selection must be made on a knowledge of what is important for classification purposes. Many questions are possible that seem to be relevant to the work audit, and in fact seem relevant to the employee, but which in fact have no bearing on what class the position falls in. In order to interview for the purpose of classifying a given position it is necessary for the interviewer to have a good knowledge of the characteristics and differentiating duties of the various classes in the series or occupational group represented by the position. Hence, in order to conserve the time of the classifier and the employee, it is well to aim at a definite target; and on the basis of advance study, prepare beforehand a list of factors to be discussed and covered or points upon which specific clarification is needed. In some instances it is of value to write out at least the basic questions to be asked. In other instances general or specific check lists may be prepared for use by the classifier in order that his interviews may be at least partially guided instead of entirely unguided. These check lists are intended to cover individual items in important factual areas. Time spent in preparing for interviews is well repaid.

The results of the work audit are reduced to writing, although not necessarily worked into a formal report. Where the result is simply a verification of the information given on the position description and the supervisor or employee raises no question about the tentative class to which the position has been allocated, a notation to this effect can be placed on the description and no separate notes are needed. However, separate

work audit notes are written in order to fill in any inadequacies or blank spaces in the position description and bring out considerations bearing on the kind of work or the degree of difficulty or responsibility in the description. It is helpful to have the audit notes conclude with an evaluation showing the classifier's judgment as to whether the tentative allocation of the position is correct, and if not, what the proper allocation should be. Both in collecting information during the work audit and in reducing it to writing, the classifier should bear in mind that his notes may be used in conferences where retention in the class is a question; in the allocation of similar positions as comparisons by other classifiers; and that they may also aid in preparation and review of classification standards and to some extent in the continued administration of the classification system.

After a general discussion by the panel and group, the following resolutions were passed:

Resolution No. 1

The Department's requirement of a 25% audit of positions should be maintained as an objective, recognizing that due to conditions beyond our control it may not always be possible of attainment.

Resolution No. 2

Because of time limitations, documentation of audits should be held to the absolute minimum required by the situation.

W. O. COMMENTS

We agree with the objective stated in Resolution No. 1. However, if we find that the Service average of audits is consistently under 25%, we may have to ask the Department for a lower average as a goal.

We also agree with Resolution No. 2 in that the documentation of audits should be held to a minimum. This practice should be tempered in light of Findlay's remarks and by the comments made by CSC personnel during audits in regard to the adequacy of documentation.

### POSITION CLASSIFICATION

Topic No. 2 - CSC Field Audits - Preparation, Participation, Negotiations, Results, etc.

Round table discussion -

P. B. Hinkelmann, WO, Moderator  
C. L. George, R-1  
E. E. Kiene, R-2  
K. M. Daniels, R-4  
E. A. Harris, R-5  
H. V. Halvorson, R-9  
W. W. Mitchell, FPL, Reporter

The following analysis of Civil Service Commission reports on classification audits made during the years 1949 through 1954 was prepared and presented by members of the Washington Office of Classification:

#### Analysis of CSC Audit Reports

Since passage of the Classification Act of 1949, the Civil Service Commission has conducted and reported upon classification audits in seven Forest Service field areas. These are:

Region 2 - Regional Office, 7 national forests and the Rocky Mountain Station.

Region 4 - Regional Office, 3 national forests and the Intermountain Station

Region 5 - Regional Office and 2 national forests

Region 8 - Regional Office.

Region 8 - Florida National Forests and Lake City Research Center (South-eastern Station).

Region 9 - Regional Office, 4 national forests and three research centers of Lake States and Central States Station.

Southern Station - Director's Office.

Region 5 had the first combined CSC inspection-classification audit, and the report was of course a combined report. That audit involved the lowest percentage of positions audited - 5.1%. There have been indications that sampling may be lighter under this combined inspection-audit technique but presumably audit-inspections will be made at regular intervals. 5.1% is quite a change from 49% audit coverage for the Southern Station or 30.1% for the Region 8 Regional Office audit.

The number of positions audited thus far total 329. Of this number, 100 or 30.4% were recommended for either grade or series changes. 36 or 10.9 percent of the Commission's recommendations involved higher grades. 12 or 3.6 percent involved lower grades and 52 or 15.8% involved series changes. Many of the grade and series changes were resolved through negotiations with the Commission's representatives.

The statistics with respect to classification changes certainly do not indicate much of a trend. The results vary so materially that we can't very well hope that CSC audit results will fall into any particular pattern. These statistics, which are not entirely favorable, and some of the following comments found in CSC audit reports indicate very clearly that we need to strengthen our classification programs in several respects.

First of all, practically every audit report included comment on the inadequacy of our job descriptions, particularly with respect to completeness, clarity and accuracy. This point is to be discussed by another panel, so it is only mentioned here. Apparently we must improve the quality of our job descriptions if we do not want to have them criticized in the future.

Three of the Commission's audit reports stated that the degree of compliance with CSC standards was satisfactory. Another CSC region indicated that some series, principally those in the GS-460 group, had been applied correctly, but that "for other series, the resulting classifications did not appear to be in conformance with standards." However when the Commission's audit recommendations were charted by grade and series, the chart showed that the highest number of changes were recommended in the GS-460 and the GS-301 series, each having nine recommendations. All of the changes in the GS-460 series involved grade raises, some for District Forest Ranger and Forest Supervisor positions which the Chief's office had administratively approved for higher grades but upon which final classification action had not been taken. There were also nine recommendations in the GS-301 series - five were grade raises and four were grade reductions. Three grade increases were recommended in the GS-462 series, one involving a GS-1 position.

Gradewise, the largest number of changes occurred at the GS-7 level, involving seven raises and two reductions. GS-6 was second, with four raises and three reductions, GS-5 and GS-9 were next, each having 5 raises and 1 grade reduction. Another Commission report, in commenting on the grade raises, urged caution to insure against "over-conservative dealing with the dynamics of grade structures." In considering the extent to which our field classifications have conformed to standards, we should of course take into account the fact that negotiations later resulted in the Commission withdrawing or changing some - in fact many - of its grade and series recommendations.

Other important comments in the audit reports were that:

1. Positions mixed as to series and grade do not show time-breakdowns.

2. Some employees do not have copies of their position descriptions at hand.
3. The classification officer faces difficulties when he cannot go along with grade recommendations already approved administratively and budgetarily.
4. Conferences arranged by a classification officer prior to audit served to acquaint employees with purposes of audit.
5. Position classifiers have very heavy workloads and their work is made more difficult because of the wide geographic distribution of the positions.
6. The Commission does not favor last-minute adjustments before an audit.

When delegated classification authority has been presented to the Commission, it has generally been incorrect because key positions requiring classification by the Department and Forest Service pre-audit requirements have been outlined as limitations on the delegated authority. The authority is exactly as covered in 8AR 6, par. 73, and the only jobs that may not be finally classified are those:

1. Above GS-9 which involve personnel functions.
2. GS-14 and above.
3. Positions involving region, area or Statewide administration (such as Regional Forester and Station Director).
4. All standard job descriptions.
5. All positions in GS-6, 8 and 10 not included specifically in published class specifications.

The fact that Forest Service procedures require pre-audit of certain positions does not have the effect of limiting delegated classification authority.

Some of the techniques used by the Commission's various regional offices were unique. For example, the Denver Civil Service Region's report listed five positions to be covered later in "extension reports." This was done because they wished to obtain classification advice from the Central Office of the Commission before making specific recommendations.

Another Civil Service Region included in its report a list of recommendations on 38 positions not desk-audited. The principal recommendation was that the positions should be "reexamined," by the Forest Service, and that a compliance report should be submitted to the CSC outlining the findings and actions taken by the Forest Service. This request was made in view of grade or series ques-

tions raised by the Commission following review of the SF-75's. Working through the Department, we were successful in obtaining relief from this reexamination requirement.

In addition to sustaining some of the grades questioned by the Commission, we have been successful in negotiations on some positions where grade differences were not apparent at the regional level. For example, two GS-9 ranger jobs were audited and recommended by the Commission for retention in that grade. However, this office had in the meantime reviewed the resource management workload, staffing, etc., on those two districts and determined that they met the requirements of the standards for grade GS-460-11. Negotiations with the regional CSC office and later with the Central Office of the Commission resulted in Commission approval of grade GS-11.

Similarly in another of our regions, the Commission recommended that the GS-500-10 Fiscal Inspector position be classified in grade GS-501-10. Just after the audit, our fiscal inspectors were advised that they would in the future be responsible for making both internal and external audits in accordance with the provisions of the Budget and Accounting Procedures Act of 1950. A suggested duties statement was prepared by Fiscal Control in this office, and the Commission finally concurred in a GS-510-11 classification for the position. This position was audited in Region 4 and recommended for GS-510-11, but in Region 9 the audit resulted in a GS-501-7 recommendation. Upon reaudit, it also was approved in grade GS-510-11.

Practically every CSC audit report contained compliments for our classification officers, stating that they have excellent knowledge of classification principles, of the work and organization of their region and stations, and commenting on other ways in which they fully measure up to their very heavy and responsible jobs.

### W.O. COMMENTS

Nearly every CSC audit report has mentioned the fact that our jobs are not adequately described. In general, our grades and series have been upheld by the Commission, but mainly because of the auditor's knowledge of our organization and operations. In many cases the positions could not have been properly classified from the descriptions alone. The trend toward the use of the 75-A format will help in making clearer and more complete descriptions. We are not advocating length - merely adequacy. Our policy has and will continue to be that descriptions should be as short as possible, yet adequate enough so that they can be classified as to grade and series on the basis of the description alone.

Question was raised regarding the circumstances under which it would be proper to change the classification of a position previously classified, approved on post-audit, or certified by the Commission. This was discussed with the Department Office of Personnel and decision reached that it would not be feasible to attempt to list all such circumstances. However, the Department agreed that under any of the following circumstances it would obviously be improper to change the classification of a position previously classified, approved on post-audit, or certified by the Civil Service Commission:

1. When the position continues to remain basically the same, is established for the same purpose, to carry out the same function, and with the same authority and responsibility, as when the Civil Service Commission reviewed the position.
2. When minor changes have occurred which do not change the basic content or purpose of the position. Such minor changes might be clarification and elaboration of generalities in the original presentation, or changes in organizational location.
3. When minor changes have occurred in the Civil Service Commission standards affecting the position but where the changes do not clearly support a change in grade.
4. When the Civil Service Commission standards have been published for the first time for a particular series but the standards do not clearly support a change in grade.

## POSITION CLASSIFICATION

Topic No. 3 - Factors that Distinguish Professional from Non-professional Positions, Particularly in Forestry, Accounting and Engineering

Panel: C. S. Herrick, Jr., R-8, Chairman  
E. A. Harris, R-5  
R. J. Goodell, R-3  
K. M. Daniels, R-4  
J. P. Findlay, USDA, Adviser  
F. H. Miller, WO, Adviser  
A. P. Dean, WO, Adviser  
H. E. Marshall, WO, Adviser  
J. P. Pechanec, WO, Adviser  
G. P. Kramer, R-7, Reporter

### Introduction

Problems which often face classification officers are:

1. How to recognize and define professional work in any position.
2. How to distinguish between (a) clerical and accounting work in accounting and other business positions; (b) professional and administrative work, especially in the middle grade levels GS-9, 11 and 12; (c) professional, scientific and engineering aid technician work; (d) professional and construction project supervision work.
3. How to weigh relative importance of professional work and mixtures with non-professional work.
4. What responsibilities do work supervisors have for determining the professional work requirements of positions and for securing professional performance and accomplishment.

The objective of this discussion is to find a more definite means of distinguishing between professional and non-professional work so as to assure effective conservation and utilization of professional man-power. Professionals are becoming more and more difficult to recruit, especially in engineering fields. Many professional positions have duties which are mixed with administrative, non-professional, crafts or other kinds of work. It is difficult to distinguish and evaluate professional work when it is diluted in one or a group of jobs. At best it is difficult to define professional work except in pure research jobs. It is necessary for both the administrator and the classification officer to know what the duties are. In considering positions and describing them, the duties are the main thing the administrator should have clearly in mind. It is not necessary that he use any special words or phrases in describing them. Periodic checks must be made to insure that men in professional positions are actually doing the professional jobs they were hired to do as some professionals tend to drift toward the sub-professional aspects of their work.

### Working Distinctions

The Taft-Hartley Act (P.L. 101-80th Cong.) defines a professional employee as follows: "The term 'professional employee' means - (a) any employee engaged in work (1) predominately intellectual and varied in character as opposed to routine mental, manual, mechanical, or physical work; (2) involving the consistent exercise of discretion and judgment in its performance; (3) of such character that the output produced or the result accomplished cannot be standardized in relation to a given period of time; (4) requiring knowledge of an advanced type in a field of science or learning customarily acquired by a prolonged course of specialized intellectual instruction and study in an institute of higher learning or a hospital, as distinguished from a general academic education or from an apprenticeship or from training in the performance of routine mental, manual, or physical processes; or (b) any employee who (1) has completed the courses of specialized intellectual instruction and study described in clause (4) of paragraph (a); and (2) is performing related work under the supervision of a professional person to qualify himself to become a professional employee as defined in paragraph (2)."

In certain States the law which requires licensing of engineers defines the practice of engineering as follows: "The term practice of engineering within the meaning and intent of this Act shall mean any professional service or creative work requiring engineering education, training and experience, and the application of special knowledge of the mathematical, physical, and engineering sciences to such professional services or creative work as consultation, investigation, evaluation, planning, design, and supervision of construction for the purpose of assuring compliance with specifications and design in connection with any public or private utilities, structures, buildings, machines, equipment, processes, works or projects."

If professional work is recognized in a position the amount should be significant and the incumbent must meet professional qualifications. Work can be substantially identical in some professional and non-professional positions at grade GS-5 and GS-7 especially, as there are certain functions that can be either. At these levels the position can be influenced by an evaluation of the incumbent, that is, what he brings to the performance of certain functions can be either professional or non-professional and extreme care must be exercised in considering whether work is professional or not. It is important to work with top management on their plan of accomplishment, for once a plan is established calling for professional positions, they should not be filled by non-professional incumbents.

### Role of Management

To determine whether a position is professional it is necessary to keep in mind constantly the objective of the job. Repeatedly it should be kept in mind that the working supervisor or higher levels of management should be consulted for

this purpose, as intermediate operation officials may not always have the information. Quite often management's future plans will determine what kind of position is required.

#### Participation by Supervisors

Active participation by supervisors is required to insure adequate classification of positions. Supervisors can aid in defining the objective of a position; they can help determine the specific professional work, if any, to be done; and they can organize the work so that professional duties can be concentrated in one or a few positions instead of being spread out.

In dealing with supervisors and operating officials it is helpful to let them give examples in their own terminology, not in terms used by the position classifier. It is also important for the position classifier to acquire as much knowledge as possible of the subject matter involved. The more the position classifier understands of the basic truths of the profession involved, the easier it is for him to distinguish between professional and non-professional work. Quite often it will be necessary for the classifier to consult with specialists in the professional field involved if he is not too certain of his subject matter.

Supervisors need training and help in position classification. Classifiers can help supervisors by getting them to justify their need for professional positions; by person-to-person discussion of positions; and by getting them to realize that the money to be spent for their position is their own project or administrative money.

Several suggestions that aid the classifier in determining the type of position are:

1. Work of junior professionals is normally of apprentice relationship to positions which are unquestionably professional in character. In other words, the position is a stepping stone to a higher, definitely professional job. On the other hand, a sub-professional performs work that is important but of a routine nature that can be performed by having a knowledge of the techniques, without comprehensive knowledge of theory or of the sciences upon which the techniques are based.
2. A professional uses knowledge of broad fundamental principles and theories. A non-professional applies procedures.
3. Some subprofessionals can acquire professional skill, but usually only along one line. Acquired skills are brought to the job by the professional, skills have to be acquired on the job by the non-professional. A professional has the knowledge required to come out with the right results and must use judgment in applying such knowledge.

## SUMMARY

1. There is need for a definition and statement of principles which can be applied to the classification of professional positions generally throughout the Government Service.
2. There is need for further clarification of "technical" work as referred to throughout position classification standards. Usually the amount of technical work in a position should be significant enough to retain it in the professional series. It is difficult to distinguish and evaluate when it is diluted thinly in one or a group of jobs.
3. There are other factors that help to identify professional positions, in addition to the standards, namely, recruitment requirements, use of code of ethics, character of appointment, etc.
4. Distinguishing between professional and sub-professional work is frequently a problem. Analysis of duties must be an adequate interpretation of specific objectives to be accomplished, whether application of general principles or carrying out of specific established procedures is involved.
5. A knowledge of the subject matter involved is very helpful in understanding and evaluating professional positions.
6. Throughout the discussion of this panel an attempt was made to establish general criteria applicable to all series, rather than to explore peculiarities of individual series.

## CONCLUSIONS

Since the use of supporting non-professionals to relieve professional employees of routine duties is one of the most productive ways to obtain the fullest use of professional man-power, classifiers should work with the administrator to isolate duties which are not professional in nature and which do not require professional personnel. It is management's responsibility to plan work assignments for individual employees and to obtain full value of funds expended. The position classifier can and should assist in planning ways in which professional duties can be concentrated in one or a few positions instead of being spread out.

It is essential for the administrator to have clearly in mind the nature of the duties required to accomplish the work of his unit. The key to determining whether a position is professional or not is the objective of the job. Management's objective plan should determine what kind of position is actually required. Supervisors usually need training and help on position classification and should realize it is their money the classifiers are trying to help them conserve and utilize effectively. The problems brought out by panel discussion were not resolved in each instance but they stimulated thinking on the subject.

#### W.O. COMMENTS

##### Professional versus Sub-professional Forestry Positions

A position may not properly be classified to a professional forestry series unless the duties are of such nature that they require for successful performance, a general knowledge and understanding of such physical sciences as meteorology, geology, cartography, etc., and a comprehensive knowledge and understanding of biological sciences such as silviculture, dendrology, agronomy, plant entomology, plant pathology, plant physiology, genetics, soil science, etc., which are fundamental to professional forestry, as well as practical application of these basic scientific principles, intimate knowledge of fundamental forestry concepts and terminology, and a thorough understanding of forestry techniques.

Only in rare cases will experience and self study impart to an applicant the same basic knowledges and skills which are acquired in a full professional forestry curriculum.

The very nature of a forestry curriculum is such that experience cannot duplicate it exactly. In most cases when it is contended that a person who does not have the "equivalent of a degree in forestry" can perform satisfactorily the duties of a position which has been classified as a professional forestry position, it will be found upon investigation that the employee is not actually performing the professional duties which govern the original classification; or which is more likely, that the duties are not professional in nature when the basic criteria are applied strictly.

A note on the distinction between sub-professional and professional positions concerned with the administration of timber sales may be helpful.

Sub-professional personnel are qualified by training and experience to supervise timber sales with an annual cut of 10 million or more board feet, when administration is a matter of following sale plan prepared by a professional forester, including prescribed scaling and marking rules, even though difficult administrative problems may arise in securing compliance with the terms of the timber sale agreement.

If, however, technical logging problems such as determination of road systems, protection plans for timber sale sites, lay-out of cutting areas from season to season, etc., or silvicultural problems in the development and interpretation of marking rules, are phases of the work, the position is allocable to the professional series.

## W.O. COMMENTS

### Professional vs. Sub-professional Engineering Positions

The professional positions comprise duties, a preponderance of which requires:

1. The practical application of basic scientific principles, particularly those of higher mathematics, physics, and chemistry;
2. An intimate knowledge of (a) the fundamental concepts of engineering science, technology, and terminology, and (b) the units of measurement and their interrelationship common to all branches of engineering;
3. A thorough understanding of cost considerations and engineering economics.

The over-lapping of some professional and sub-professional engineering duties may be further clarified as follows:

Two employees may be performing similar tasks but the work of one will be considered sub-professional if the knowledges and skills that he brings to the job are narrow or limited, or if he has simply followed the straight vertical line of progression to the position by virtue of increasing skillfulness. The other employee may be a professional engineer if he has a broad basic understanding of engineering and has a capacity or potential to assume other tasks in related engineering activities.

The non-professional performs duties found in elementary phases of engineering courses, and in many instances have duties which are actual parts of professional engineers' positions. However, since such duties are excessively time-consuming and are of the lesser level of difficulty and responsibility than other requirements of professional engineers, they are delegated to an engineering aid.

The engineering aid, is in effect, a tool used by the engineer or other professional personnel, to assist in conducting experiments, developing ideas and performing any or several types of preliminary or incidental work in connection with construction and production, and the recording, computing and presentation of related data.

In engineering positions, grades GS-5 and GS-7 are essentially training grades. Incumbents starting at GS-5 are expected to have knowledge of the science of Engineering but are not expected to have facility in the use of this knowledge. This facility must be acquired. In contrast to this situation the higher non-professional aids reflect long training and experience at some limited field. An example is the field of surveying. An incumbent skilled in surveying has facility in running a transit, a good knowledge of plotting the notes which result from transit work, and a basic knowledge of mathematics. Such an incumbent becomes expert in this minor fraction of a well-organized engineering field.

There are some positions which are so closely associated with engineering fields that the subject of proper service and series may become controversial in individual cases. Positions which are not classed as sub-professional engineering aids may be in a different GS series or unclassified and require the ability to supervise skilled and unskilled labor, organize men and materials, purchase and distribute engineering supplies and equipment, expedite production, operate and maintain or repair engines, machinery and other equipment, or perform responsible clerical operations, such as estimating quantities of material, preparing scheduling of wage and volumes, etc., in connection with engineering projects. These positions do not require training or experience in engineering sciences for satisfactory performance of the duties. Examples are: shop superintendents, radio repairmen, construction foremen, licensed operators of power plants, or of communication facilities, maintenance superintendents, purchasing clerks, and cost accountants on engineering projects. These positions may require a general practical knowledge of engineering equipment, some familiarity with engineering terminology and the ability to read and understand engineering plans and specifications. They do not require any understanding of the procedures and methods involved in theoretical engineering sciences. The fact that experienced sub-professional engineering aids may successfully fill such positions, is not in itself justification for considering such functions as professional engineering work.

## W.O. COMMENTS

### Professional vs. Non-professional Accounting Positions

Professional work has been defined as consisting of the application of systematized and formulated knowledge to the discovery of general truths or operation of general laws. Non-professional work has been defined as being the application of a faculty to a devised performance.

A position, the duties of which consist primarily of accounting and auditing work, is a professional accounting position when the duties require the extensive application of a knowledge of the body of basic principles, concepts, methods, and techniques of general accounting or any of its specialized branches.

This occurs in all positions having responsibility for obtaining adequate accounting results in a unit of organization that is charged with direction over an accounting system. The accountant must possess ability to recognize when a problem exists, analyze the problem and its component parts systematically, and apply his knowledge of the principles of sound accounting and business practice to the elements of the problem and make decisions as to the solution or corrective action needed.

The trained accountant has professional ethics--an appreciation of the need for the following basic principles developed by the accounting profession. Some of these are:

The establishment of scientifically developed controls.

The evaluation of adequacy of controls.

Sound procedures for ascertaining and reporting facts as a basis for entry in accounting records.

Sound principles for allocation of expenditures and revenues to accounts.

Equitability of accounting treatment in the light of results to be obtained and ultimate use of data.

Consistency of application of accounting treatment.

Integrity of accounting records and reports prepared therefrom.

Orderliness of procedures and actions.

Systematic--avoid confusion, uncertainty, unreliability, lack of control.

Independence of the accounting operation.

For the reasons stated in each case, the application of such professional knowledge is required when the duties of the position include responsibility for one or more of the following named phases of accounting work:

1. Designing, devising, developing, analyzing, and evaluating accounting systems and related procedures and instructions; prescribing accounting requirements.  
To be efficient, as well as effective in serving the purposes for which the accounting information will be used, all accounting systems and procedures should have certain attributes in common. To possess

these, certain fundamental principles, which have been developed over the years in the science of accounting, must be observed in the development of the system. They require different treatment according to the circumstances of the situation to be met. The accountant must possess a knowledge of these fundamentals, and be familiar with their background and purpose as well as the effect of the absence or presence of their application under varying circumstances. In the Forest Service, responsibility of this nature exists in the positions of Chief, Fiscal Control, and three accounting positions in the Systems and Procedures Development Section in the Washington Office and the Supervisory Accountant and/or Regional Accountant in the Regions.

2. In charge of an accounting unit responsible for the installation and operation of a major segment or all of the accounting system and related procedures and reports. Also, a position within such unit the duties of which require the incumbent to decide the accounting treatment necessary in general ledgers and other formal accounting records for individual transactions not following a predetermined uniform formula in which similarity of transactions is readily recognizable.

The application of professional knowledge in these cases is necessary to enable the incumbent to interpret accurately the prescribed systems and procedures and to relate the principles on which the systems are based to the circumstances of problems and transactions so that they will be accorded the accounting treatment contemplated by the designer of the system. It is necessary also to enable the incumbents to evaluate the systems and procedures as to adequacy to meet the accounting problems encountered and to recommend any revisions needed to improve the results. This is a responsibility of operating accountants.

In the Forest Service responsibility of this nature exists in the GS-7, 9, 11, and 12 accountant positions in the Washington Office and in the supervisory accountant, regional accountant, and assistant regional accountant positions in the regions and at the Madison Laboratory.

3. Internal auditing, or other auditing and inspection of the financial and accounting operations and affairs of an organization.

One of the primary responsibilities of an auditor is the evaluation of the adequacy of the design and functioning of accounting systems and procedures and other controls over the business operations. Obviously this cannot be done satisfactorily unless the auditor has a knowledge of the principles of general accounting as well as the principles and approved techniques of the specialized field of auditing.

In the Forest Service, responsibility of this nature exists in the GS-10, 11, 12, and 13 internal auditor positions in the Washington Office and Regions 1 to 9.

4. Analyzing, examining, and interpreting accounting data and reports.

To obtain from accounting data the message or meaning intended by the designers of the system, and to insure the proper use and intended effect of the data, an employee having knowledge of the principles of accounting should direct the analysis and interpretation of data and reports and assist management in making the intended interpretation.

In the Forest Service, responsibility of this nature exists in all accounting positions listed under Nos. 1 to 3, above, and as a primary responsibility in the position specializing in financial statements in Fiscal Control, Washington Office.

In addition to the positions named above, there are many positions on the forests and experiment stations, and in the Washington Office, that have responsibility for the preparation and processing of accounting documents, the preparation of accounting statements and reports, and the maintenance of bookkeeping records. While accounting knowledge would be very helpful in such positions, the need is not considered sufficiently urgent that the position can properly be placed in the professional series. In these cases the employees are able to follow instructions and rules laid down by other employees who are accountants, and who will exert supervision and direction over the professional accounting aspects of their work. However, some of these positions, particularly the administrative assistants and administrative officers, could function more satisfactorily, and in many cases they could come closer to measuring up to the standard of performance that the job should demand, if the incumbents possessed a thorough knowledge of the principles of accounting. The study of accounting trains the mind to think analytically, in an orderly and systematic fashion. It develops an understanding of sound business practices, of the philosophies and standards of performance that should be found in an efficient business organization. These, together with the accounting knowledge thus acquired, would enable an administrative assistant, for example, to direct the accounting and other business management aspects of his position more effectively and efficiently and to avoid to a large degree much of the sub-standard work now found in some forest offices. In addition, the administrative assistant would be prepared for higher grade positions that do require accounting training.

Adequate knowledge of the principles of accounting to meet the requirements of positions in the professional accounting series generally is not obtained by experience alone. The individual must pursue the study of accounting either in residence schools or through home study of courses prepared by generally recognized extension universities or other schools offering accounting courses. A degree is not necessary, but is beneficial in that it is evidence of satisfactory completion of course of study meeting certain standards. Experience on top of the study of accounting is highly valuable--in fact, it is essential to the development of ability to perform the responsibilities of the higher grade accounting positions.

## POSITION CLASSIFICATION

Topic No. 4 - Adequate Position Descriptions - Employee Prepared, Supervisor Prepared, and Classifier Prepared

Panel: H. V. Halvorson, R-9, Chairman  
C. G. Brown, R-6  
W. W. Mitchell, FPL  
G. P. Kramer, R-7  
R. P. Foltz, WO, Adviser  
C. S. Herrick, Jr., R-8, Reporter

Three methods of preparing position descriptions were discussed:

### I. Employee Prepared Descriptions

The specific advantages cited for this system were:

1. The employee is the person best qualified to know the duties in the job.
2. It eases the classifier's workload.
3. It facilitates the preparation of performance requirements.

Some disadvantages include:

1. This is a difficult approach to a job. The employee needs outlines and guides to follow.
2. The description is likely to be incomplete and inadequate.
3. It may not reflect management's concept of the job.

### II. Supervisor Prepared Descriptions

Advantages cited were:

1. The employer acquires a better sense of his responsibility for assigning particular duties and responsibilities and for certifying that the employee fulfills them.
2. It forces the supervisor to take a closer look at his organization and determine how one job fits into another.
3. It coordinates the performance rating, position review and training of the employee.
4. It speeds up classification action, assuming supervisors are trained in preparation of adequate position descriptions.

### III. Classifier Prepared Descriptions

Advantages cited were:

1. The classification officer knows the important factors in a job and can highlight them.
2. He is in a position to examine the job objectively.
3. This system saves the time of the employee and supervisor and avoids a time-consuming job where an excessive amount of material, some of a repetitive nature, may be furnished.

A position description may be adequate or inadequate regardless of who prepares it - the employee, supervisor or classification officer. Factors that make for an "adequately prepared description" are:

1. Logical arrangement to provide a clear picture of the location of the position in the organization, supervision, and duties, including responsibilities and tasks.
2. Pointing out the difficult and responsible tasks that reflect the nature and variety of work so they can be easily recognized.
3. Brief, concise, clear statements of fact, that include sufficient detail but eliminate repetition and excessive wordage.

#### General Points Resulting from Group Discussion:

1. The more purposes served by a position description, the more voluminous, complex and lengthy it may become.
2. The position description serves as an important tool in the recruitment program.
3. The Civil Service Commission has on several occasions reported that our position descriptions are not adequate.
4. The position description serves two main purposes - it substantiates the title, series and grade of a position, and it explains the work expected of the employee. A standardized format for position descriptions would result in the same type of document servicewide and in the same type of description being given an employee who makes an intra-regional transfer.
5. Position descriptions should be designed to meet our own administrative needs, as well as to comply with the requirements of the Commission.
6. Form 75A format insures that essential material is included. A shortened version of this format can be used for some lower-grade positions.

7. Classification, like safety and training, is an important personnel management element of the administrator's job, and we should concentrate on training him to understand and use it effectively in performance of his job.

#### SUMMARY AND RECOMMENDATIONS:

There is general concurrence by field classification officers with the present policy of the Chief's office which defines a position description as "A written statement of organizational relationships and of the duties and responsibilities assigned by responsible authority. As such it sets forth the facts that form the basis for proper classification. It gives a new employee a list of his duties and gives the supervisor a chance to discuss them with him. Likewise it can be utilized in the recruitment of new employees. Position descriptions should be written so as to meet the needs of those who will use them. The best descriptions are those which give an over-all picture of the work and concentrate on the more important aspects. If they meet the needs of position classification, they will generally satisfy other requirements."

Two specific recommendations were made by the group:

1. That we should encourage administrative recognition and utilization of position descriptions as agreements between employees and their supervisors as to the nature and grade level of work required or expected of the employee.
2. That there are advantages in the use of Form 75A for the collection of information. It is recommended that regions not now using the form should study it and analyze its advantages.

W.O. COMMENTS

We concur with Recommendation No. 1. The attitude of the Department and the CSC is also similar to this. The position description should serve as a contract between the supervisor and the employee. It indicates to the incumbent his duties and responsibilities toward his supervisor and the organization. It also points out to the supervisor his responsibilities for training and supervision and the duties that the employee is expected to perform. When the contract is broken, either by the employee failing to perform the duties or by the assignment of new duties by the supervisor, a new contract or position description should be prepared to cover the new situation. Either that or a new man should be placed into the position, a man who will function as outlined in the position description.

We also concur in Recommendation No. 2. It was quite evident from the discussions during the meeting that the classification officers were very favorable to the adoption to the 75A format. Regions 5, 6, and 8, and their attached stations, now use this style. The Forest Products Laboratory is converting to it. Region 1 has instituted it on a sample basis on one forest. The other Regions, although not using it at the time of the meeting, felt that its use would ultimately result in the best type of position description. The FPM does not state definitely that the 75A format must be followed exactly, but it does state that all the items covered by this format must be included in all descriptions. The adoption of the format will cover these items in a logical sequence and will insure that all the points have been included.

### POSITION CLASSIFICATION

#### Topic No. 5 - Performance Requirements and Position Descriptions

Panel: C. L. George, R-1, Chairman  
K. M. Daniels, R-4  
C. G. Brown, R-6  
H. C. Bradshaw, SS  
Perkins Coville, WO, Adviser  
P. B. Hinkelmann, WO, Adviser  
E. A. Harris, R-5, Reporter

The portion of Topic No. 5 specifically related to position descriptions was by prior consent of the group included in Topic No. 4, "Adequate Position Descriptions - Employee Prepared, Supervisor Prepared, and Classifier Prepared."

A brief period only was devoted to performance ratings.

By a poll of the group the following determination was made:

1. It is neither desirable nor practical to attempt the combining of position descriptions and performance requirements. This conclusion is substantiated by present indications that the Congress may change the present performance rating law.

### W. O. COMMENTS

We are somewhat in agreement with the group's ideas on the combining of position descriptions and performance requirements. This does not mean that those units which are now doing this should change. They should continue as long as they find it practical and satisfactory.

We will keep the field informed of all new legislation concerning changes in the present performance rating act.

## POSITION CLASSIFICATION

Topic No. 6 - CSC Classification Standards: New Standards Needed? Which Need Revision? Present Format for GS-460 Series Satisfactory? Are Department Standards for National Forest and Station Administrative and Clerical Jobs Satisfactory?

Panel: K. M. Daniels, R-4, Chairman  
C. L. George, R-1  
R. J. Goodell, R-3  
C. S. Herrick, Jr., R-8  
L. Ahlberg, WO, Adviser  
B. A. Neary, USDA, Adviser  
H. C. Bradshaw, SS, Reporter

This panel opened with a brief review of the history of Civil Service Commission classification standards by B. A. Neary of the Department's Office of Personnel. He explained that the standards program was launched by the Commission as a five-year project in 1942, and was later extended to seven years. In spite of this concentrated effort, much remains to be done. Standards become obsolete after a few years, requiring major revision.

Mr. Neary pointed out that the Commission has never been adequately staffed to develop classification standards or even to review, revise and approve standards developed by interested agencies. This has been recognized by the Commission and they are now attempting to shift responsibility for writing standards to the agencies to allow the standards staff in the Commission to concentrate their efforts on review and coordination. In addition, they are attempting to give at least limited help to agency classification people during the writing process.

Mr. Neary stated that the Department has its own problems in this regard and must streamline operations to provide time to assist agencies in the development of standards and final review preparatory to submission to the Commission.

Mrs. Foltz, Mr. Herrick, and Mr. Daniels commented on the status of the present standards revision project embracing the GS-460 Forestry Series, the GS-461 Forestry Research Series and the GS-454 Range Management and Conservation Series. These people are now actively engaged in the revision of these series. The revision is necessary because activities have become far more intensive and complex since the present standards were prepared.

Adequacy of the Department's standards and Washington Office staffing guides for the first and second positions in the Administrative and Business Management Organizations on the National Forests, GS-301-O Administrative and Clerical Series, Grades 5 through GS-11 was discussed in detail. The field classifiers generally expressed satisfaction with these standards. However, the standards and the guidelines were considered by some regional representatives to be too restrictive at the GS-7 level. The discussion pointed up the

need for Department standards covering several other series of classes in general use by the Forest Service but not covered by CSC standards. An example is the GS-501 series embracing fiscal and accounting administrative and clerical positions from GS-4 Accounting Clerk to GS-12 Deputy Fiscal Agent.

The group made the following recommendations:

Recommendation No. 1 - Grading of our Forestry Aid and Fire Control Aid positions is not believed commensurate with assigned duties and responsibilities. We recommend that the Chief's Office consider revision of these series to allow higher grading of positions within the existing over-all grade structure (GS-7 ceiling), or that other methods of equalizing salary be considered.

Recommendation No. 2 - We recognize the value of the standards recently issued by the Department covering clerical and administrative positions in the GS-301-0 series. However, a number of regions expressed interest in revision of standards and guidelines at the GS-7 level. It was recommended that the GS-301-0 standards be revised on the basis of a GS-5 - GS-7 pattern, eliminating the GS-6 level. Such revision would require revision of the GS-7 level to include most, if not all, of the positions now described in GS-6. This change would materially ease our current problems encountered in filling GS-9 administrative assistant positions by transfer and promotion.

#### W. O. COMMENTS

At the time of the meeting we thought that we understood Recommendation No.1; but after a review and discussion of it, we found that we were not quite certain of its meaning. Before commenting on it specifically we would like to hear from you about the actual meaning of the Recommendation - are you suggesting that the standards be revised to allow for more positions at the GS-5, 6, and 7 levels, or do you want the ceiling lifted to permit higher grades than GS-7. We will defer a definite comment on this until we hear from you.

In order to expedite classification action we are considering issuing a circular and a manual revision that will remove the pre-audit requirements for grade GS-7 in the GS-462-0 and the GS-456-0 series.

Recommendation No. 2 will be the subject of discussion at the forthcoming Operation and Personnel Management Meeting in Washington. Recent developments in the proposed standards for the GS-301-0 series will be presented at that time.

### POSITION CLASSIFICATION

Topic No. 7A - Is There Need for a "Forest Service Classification Guide"?  
If so, What Should it Contain?

Panel: G. P. Kramer, R-7, Chairman  
E. A. Harris, R-5  
C. L. George, R-1  
E. E. Kiene, R-2  
G. D. Fox, WO, Adviser  
E. D. Sandvig, R-6, Adviser  
P. B. Hinkelmann, WO, Adviser  
C. G. Brown, R-6, Reporter

Discussion on this question was somewhat curtailed due to time limitation, but was resumed on the last day of the conference.

Panel members varied in their opinions, as did the rest of the group. There was more or less unanimous opinion that a guide should be developed, but there was not sufficient discussion to arrive at a decision as to the contents of a guide. Most of the group felt that the guide should contain background information on classification, answering such questions, as (1) what is classification, (2) what is its purpose, (3) how does it operate, (4) how does it affect people and their grades, etc.

Beyond this point opinions differed - some thought more detail should be incorporated which would assist the work supervisor in administering his classification program; provide information regarding allocating factors and grade levels in relation to organization; possibly provide some sample position descriptions; a discussion of the mixed-position policy, and if possible outline the differences in professional and sub-professional work. Some thought that it should be a working tool.

All of the group were of the opinion that such a guide would be a fine training medium.

Some wanted the orientation or background material to be standard for the Forest Service with the individual regions preparing the procedural or other portion. Others thought the entire guide should be standard for all regions, basing their reasoning on the value of a uniform approach and having the training more or less standard. In the case of inter-regional transfer of employees, including classifiers, there would be no need for developing new approaches or concepts of procedural aspects. In addition the basic training would have been the same and therefore all classification work at the field level would be done with the same background of information contained in this working tool and guide.

As a result of this discussion the following recommendations were approved:

Recommendation No. 1

That a Forest Service Classification Guide be developed which can be used to indoctrinate employees in the classification program, as well as to acquaint and assist them in the procedural aspects necessary to implement this program.

Recommendation No. 2:

This guide should contain - in layman's language - treatment of (1) what classification is; (2) its purposes and fundamental requirements; (3) how it applies to the individual, and what his responsibilities and privileges are under the act; (4) the supervisor's responsibilities for the classification program in relation to its effect on jobs both above and below his level; (5) the fundamentals of how jobs are actually classified, including (this could be a regional project) general guides with respect to determining the proper class of position and, with some degree of accuracy, the proper grade level.

W. O. COMMENTS

The preparation of a "Forest Service Classification Guide" is in our 1956 Plan of Work, and we expect to have it ready for distribution sometime during the last half of the year.

### POSITION CLASSIFICATION

Topic No. 7B - Operation's Responsibility for Determining Organizational Structure - Effect upon Proposed Classifications-and Correlation Needed Between the Two Functions

Panel: G. P. Kramer, R-7, Chairman  
E. A. Harris, R-5  
C. L. George, R-1  
E. E. Kiene, R-2  
G. D. Fox, WO, Adviser  
E. D. Sandvig, R-6, Adviser  
P. B. Hinkelmann, WO, Adviser  
C. G. Brown, R-6, Reporter

This question might have been stated, "When should the classification officer be brought into the picture when organizational changes are being effected?" To set the stage for this discussion one panel member cited several illustrative cases which have occurred in the Service, such as (1) organization not solidified or approved and commitments on jobs made before this has been done; (2) classification officer not advised promptly of approved organizational changes (in this case, a period of nine months elapsed resulting in a flagrant disregard of CSC regulations on misassignments - upon investigation, it was found that the Chief's Office was not even aware of it); (3) grade commitments made before jobs are established; (4) tendency in some regions for Operation to neglect its responsibility for organization when P&M funds are not involved; and (5) classification officer constantly being criticized because grades are not always approved as recommended.

Following this resume another panel member made a case for the cooperative approach to dealing with problems in this area. In order to stimulate discussion another panel member played a role in discussing the advantages of the classification officer standing aloof from such problems - and on the basis of his delegated authority from the Director of Personnel, how he should dispense classification opinions and judgment objectively and finally when such problems come to his attention.

A poll of the classification officers brought forth the unanimous opinion that the cooperative approach was to be desired.

During the course of the deliberation, we had the benefit of the advice and counsel of Messrs. Fox, Sandvig and Anderson. They confined their remarks mainly to the need for a cooperative approach to the solution of our problems and hence their opinion agreed with our recommendations.

In order to operate smoothly and effectively, with the least amount of friction, it is suggested that the advice and counsel of the classification officer be obtained as early as possible in the discussions of organizational changes and before any commitments are made relative to classification.

Recommendation No. 1

We recommend that administrative and policy limitations that are not classification limitations be deleted from Chapter E and incorporated in the Organization Section and that recommendations on such limitations be approved or disapproved by Operation.

Recommendation No. 2

We recommend that the policy regarding limitations on promotion of non-professional forestry and fire control aids to grade GS-7 be re-examined, in the interest of affording just classification recognition to the quality and level of performance by men who have learned their work within the Forest Service and who should be recognized as the last few of the ranks of the old-time rangers who will be with us until they retire.

W. O. COMMENTS

The Organization Section of the Forest Service Manual has been rewritten and will soon be published. We believe that this will make it possible to eliminate some of the organization material in Chapter E. After you review the new organization section we will be glad to receive any additional comments you may have.

We believe that our comments on Topic No.6 explain our thoughts on Recommendation No. 2.

## POSITION CLASSIFICATION

### Topic No. 8 - Relationship with CSC at the Regional Level

Panel: C. S. Herrick, Jr., R-8, Chairman  
C. G. Brown, R-6  
G. P. Kramer, R-7  
R. J. Goodell, R-3  
P. B. Hinkelmann, WO, Adviser  
H. V. Halvorson, R-9, Reporter

Following a general discussion of objectives, it was agreed that the establishment and maintenance of good working relations with the Civil Service Commission, as with any other organization - public or private - is an important part of a classification program.

Methods of strengthening our relationships with Regional Directors of the Civil Service Commission and specifically with the Regional CSC Classification Officers and their staffs include:

1. Participation in work of classification committees established under the original sponsorship of the Federal Personnel Council.
2. Attendance at and participation in Regional Classification Seminars.
3. Taking Classification Officers and members of their staffs on field "Show-me" trips, so they may observe and gain an on-the-ground appreciation of Forest Service work. Invitations should be signed by the Regional Forester (and Station Director if research installations to be visited).
4. Invite CSC representatives to attend premier showings of new Forest Service movies, as a means of orientation and as a contact medium.
5. When preparing for a Civil Service audit, make certain that all of our employees understand that the Commission is authorized by law to decide whether our positions are classified to appropriate classes and grades, and to require proper adjustments where incorrect classifications are found. If that is understood, and if employees give straight-forward answers to questions asked by CSC inspectors, relationships with Commission representatives will be strengthened.

### W. O. COMMENTS

With regard to item No. 5, we believe that the outline in the manual that Shull wrote to prepare Southern Station employees for a Civil Service classification survey is a good guide. Use of this method would eliminate many of the problems brought out in item 5.

## POSITION CLASSIFICATION

Topic No. 9 - How to Gain Full Acceptance of Classification Responsibilities by Work Supervisors at all Levels

Panel: C. G. Brown, R-5, Chairman  
W. W. Mitchell, FPL  
G. P. Kramer, R-7  
H. C. Bradshaw, SS  
B. A. Anderson, WO, Adviser  
R. J. Goodell, R-3, Reporter

This subject was discussed under the separate headings of (a) identifying and defining the classification responsibilities of work supervisors at all levels, (b) methods and means of getting work supervisors to recognize and accept their classification responsibilities, and (c) approaches to getting work supervisors to redeem their classification responsibilities.

Panel and group discussion recognized the need for a classification training program designed and adequately carried out to inform work supervisors and employees of the purpose and objectives of the classification system, to inform them of their responsibilities as a part of the classification program, and to train them in how they can carry out these responsibilities better. Basic to this, however, is the need for thorough understanding and active support by management in effecting the Chief's policy of developing and maintaining a sound classification program and for recognition and active participation by administrators in fulfilling their responsibilities for classification as an integral part of their total management functions and responsibilities.

It was further recognized that management and operating officials have a definite responsibility in implementing and selling the classification program. To aid in this work, the knowledges and abilities of the training officer and classification officer should be utilized fully in developing and carrying out the classification-training program.

The opinion was expressed that the Divisions of Personnel Management were generally inadequately staffed to operate in conformance with the standards and requirements of the Commission, the Department, and the Chief's Office, and that classification in particular is understaffed if it is to provide the quality and quantity of service which would permit the best integration with organization and administration as outlined by the Chief. Therefore the following recommendation is made:

That the Service appropriately recognize the above situations in the allotment base - both NFA and Research - by financing a classification staff adequate to carry out the classification program.

As a result of this discussion, the following resolution was adopted:

Whereas Forest Service activities are becoming increasingly big business and require increasingly expert, responsible, and efficient staff and executive administration, and

Whereas line and staff positions of the Service are currently being examined and realigned thru CSC standards revisions and reconsideration of position objectives, purposes and responsibilities.

We, the Forest Service classification officers, therefore urge service-wide recognition and acceptance of classification as a responsibility primarily of line administrators, as are organization planning, budgeting, training, safety and other elements of administration; and accordingly that regional classification officers be utilized as staff consultants and experts to advise on classification matters, rather than to serve primarily as technicians for preparing position descriptions.

W. O. COMMENTS

The new 1955 base will provide more recognition for classification and wage administration activities than did the previous base. However, this still may not be sufficient to provide the staff assistance for these activities hinted at by the authors of the resolution. Therefore every classification officer should endeavor to bridge the gap by encouraging and training supervisors to assume more responsibility for this function by furnishing complete information on organization, manning responsibility and duties at the time the job is first being considered.

A careful review of the remarks by Chief McArdle, Assistant Chief Loveridge, and Chief of Personnel Anderson will, we believe, clearly outline the importance of good classification to the Administrator, the relationship of the classification officer to the Administrator and his value to the organization.

## APPENDIX

COPY

UNITED STATES DEPARTMENT OF AGRICULTURE  
Forest Service

Washington 25, D. C.

K

SUPERVISION  
Meetings  
(Classification Officers' Meeting)

January 12, 1955

P. M. No. 55-6  
Reply due January 31, 1955

Regional Foresters  
All Regions

AIR MAIL TO WEST

Dear Sir:

During the past couple of years there have been many suggestions that we hold a meeting of Forest Service Classification Officers similar to those that have been held in the past for Safety, Training and Personnel Officers. This proposal to hold such a meeting has now been approved and the meeting will be held in Washington during the week of February 28 through March 5, 1955.

At this point we wish to obtain field advice in further developing the program for this meeting, as the successful conference or meeting requires that assignments be made far enough in advance so that participants are allowed sufficient time for preparation. Several excellent suggestions have been made in regard to topics to be discussed. They have been carefully reviewed and most of them are incorporated in the tentative outline attached. The topics in the program outline constitute what we believe will prove to be a highly profitable and stimulating one. However, before this is put into final form we would like to have the benefit of your suggestions as to whether this is adequate coverage for the kind of meeting suggested, any ideas as to changes in the method of presentation or additional subjects which you think should be presented, and the priority and amount of time that you would assign to each topic. If additional items are added or substitutions are made, we would also like to have you indicate those items in which you are particularly interested and those which you would like to discuss as a member or chairman of a panel. You will note that the time of meeting is for only six days so we would also like to have your opinion as to whether a committee should remain over to prepare a report on the results of the meeting.

We plan for the most part to limit the meeting to Classification Officers of the Forest Service, with participation by interested members of Personnel Management and other divisions in the Washington Office. We will, however, have some participation by members of the USDA Office of Personnel,

2-Regional Foresters, all Regions

particularly on wage board administration. If there is sufficient interest by the field classifiers we will be glad to try to arrange for talks by Civil Service Commission or other agency representatives.

We would like to have your comments on the above points at the earliest possible date and not later than January 31, 1955, so that final arrangements as to subjects, methods of presentation, and time allowances may be made. We think that the proposed agenda can be covered in the six days allotted but if there is any feeling on the part of the field that it should be extended, your opinions should be expressed on that also.

Very truly yours,

RICHARD E. McARDLE, Chief

By: /s/ Howard Hopkins

Attachments

cc: Station Directors

### SOME TIPS FOR PANEL MEMBERS

This short statement has been prepared to help you in serving as a panel member or chairman. Following these suggestions will aid you in making an effective contribution to the panel discussion, and will help to make the panel itself an interesting, stimulating experience for the audience. When you have read this over, keep it for future reference. After the panel session, review it again and use it to appraise your own performance and the panel as a whole.

The Panel Discussion - What is It? The Panel discussion is one of several methods of conducting a group discussion. Essentially, it is a small group of persons who are well-informed about the subject under discussion. Individually, they may represent different points of view or different areas of experience. A major object of the panel discussion is to pool these viewpoints and experience to give the audience a broader understanding of the subject discussed and a deeper insight into its various aspects.

What the Panel is NOT. Sometimes a group discussion is labeled as a "panel" but it turns out to be something else. For example, a true panel session is not a series of fifteen-minute speeches by several people. Nor is it a solo performance by the chairman.

Tips to Panel Members. Here are a few suggestions to help you make your participation in the panel as effective as possible:

1. Prepare yourself in advance. Rough out notes on 5 or 6 key points and be ready to give your views on them. Try to anticipate some of the turns the discussion may take and be prepared to discuss them. If you want to use statistics to put over a point, make them understandable.
2. Relax on the platform. Assume you are among friends and you'll find you are!
3. Speak in a loud, clear voice. Face the people in the audience and talk to them.
4. Don't hesitate to disagree with another panel member, but keep it friendly and impersonal. (Remember, when everybody thinks alike, no one thinks very much.)
5. Follow the discussion closely. Be on the alert to inject a comment or suggestion whenever appropriate. You don't need an invitation from the chairman to speak up.
6. Make your contributions short and clear-cut. Long speeches are taboo. (In a panel, talking for more than two minutes straight is considered speech-making.)

7. In answering a question, do it directly and to the point.
8. Be sparing in using the "this-is-how-we-do-it" theme. In describing a particular policy or procedure, do it in terms that are as broadly applicable as possible.

## PROPOSED AGENDA FOR REGIONAL CLASSIFICATION OFFICERS' CONFERENCE

Theme: Orienting position classification and wage administration to current management requirements.

### Wage Administration

Problem: How can wage administration function most effectively and what changes are needed to meet the requirements of P.L. 763 - 83rd Congress (Fringe Benefits Bill).

Suggestions:

1. Conversion from CPC and certain GS schedules to prevailing rate systems should be scheduled to meet legal deadlines and on a correlated basis.
2. Training needs exist for both unit supervisor and employees
  - (a) Unit supervisors would benefit if they know why some jobs are classified and others are under prevailing rate system.
  - (b) Employees would benefit from increased understanding of prevailing rate system and how rates are established.
3. Periodic review of rules, regulations and manual of definitions needed to adapt to current conditions and trends.
4. Determine extent of need for correlation between regions of operations and procedures.

### Position Classification

Problem: How can classification contribute maximum service to recruitment, training, placement, performance rating, welfare, budgeting, organizational and other management functions.

Suggestions:

1. Training needs in classification exist at all levels of administration.
  - (a) Some unit supervisors still do not fully understand their responsibilities in this field.
  - (b) Employees, in general, would profit from increased understanding of position classification as it affects them and their work.
2. Classification should be utilized to the maximum in the formulation and execution of organizational and budgetary decisions.

3. Classification should be actively practiced by administrators and unit supervisors, a condition which will place it on a positive and constructive plane.
4. Classification as a part of management is responsible for (a) its proper use in helping achieve organizational objectives, and (b) recognizing the operating officials' problems and helping them solve them through a sound and consistent salary structure. To achieve maximum benefits, classification will need the backing of top management and the cooperation of supervisors all down the line.

#### Attendance

Attendance required for Regions 1 through 9 and the Forest Products Laboratory. In regions where wage administration is not a responsibility of the Classification Officer, the official responsible for wage administration should also attend. One representative from Research.

#### Location

Forest Service Conference Room - Room 3106 - South Agriculture Building, Washington, D. C.

#### Time

February 28 through March 5, 1955. Notify Washington Office promptly if hotel reservations are desired.

#### Proposed Program

Regional men will be assigned topics to discuss at the meeting. Suggested topics and assignments are:

##### Wage Administration

###### 1. Conversion CPC to GS and to prevailing rate systems

W. W. Mitchell, Chairman - E. H. Lane, Adviser

K. M. Daniels -  
E. E. Kiene -Panel  
H. V. Halvorson-

###### 2. Variance between regions in operations and procedures

H. E. Howard, Chairman - P. B. Hinkelmann, Adviser

C. L. George -  
C. G. Brown -Panel  
E. A. Harris -

3. Changes needed in rules and regulations and in Manual of Definitions for Wage Board Jobs

E. A. Harris, Chairman - Round table discussion

4. Centralized wage board control and general discussion of current problems and trends

T. T. Townsend - Question and answer period.

Position Classification

1. CSC field audits - preparation for - participation - negotiations - results, etc.

Analysis of results of all audits to date, presented by E. H. Lane - followed by discussion - representatives from Regions 2, 4, 5, 8, 9 - P. B. Hinkelmann - Moderator

2. Relationship with CSC at regional level

C. S. Herrick, Chairman - P. B. Hinkelmann, Adviser C. G. Brown -  
G. P. Kramer-Panel  
R. J. Goodell

3. Adequate position descriptions - employee prepared, supervisor prepared, and classifier prepared.

H. V. Halvorson, Chairman - R. P. Foltz, Adviser C. G. Brown  
W. W. Mitchell-Panel  
G. P. Kramer

4. CSC Classification standards: New standards needed? Which standards need revision? Present format for GS-460 series satisfactory? Are Department standards for national forest and station administrative and clerical jobs satisfactory?

K. M. Daniels, Chairman - L. Ahlberg and C.L. George  
B. A. Neary - Advisers R.J. Goodell- Panel  
C.S. Herrick

5. Is a Servicewide classification guide book needed or are inserts, as prepared by some regions, satisfactory?

G. P. Kramer, Chairman - P.B. Hinkelmann - Adviser E. A. Harris  
C. L. George- Panel  
E. E. Kiene

6. How to gain full acceptance of classification responsibilities  
by work supervisors at all levels

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C. G. Brown, Chairman - B. A. Anderson, Adviser W. W. Mitchell  
G. P. Kramer - Panel  
H. C. Bradshaw

7. Performance requirements and position descriptions

C. L. George, Chairman - P. Coville and K. M. Daniels  
P. B. Hinkelmann, Advisers C. G. Brown - Panel  
H. C. Bradshaw

8. Factors that distinguish professional from non-professional positions -  
particularly the Forestry, Accounting and Engineering Groups

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C. S. Herrick, Chairman - J. P. Findlay E. A. Harris  
F. H. Miller R. J. Goodell - Panel  
A. P. Dean and K. M. Daniels  
H. E. Marshall Advisers

9. What constitutes a work audit and proper documentation?

R. J. Goodell, Chairman - J. P. Findlay and W. W. Mitchell  
P. B. Hinkelmann, Advisers E. E. Kiene - Panel  
H. V. Halvorson

The panel chairman will be responsible for the collection of necessary information from other regions, to assure the topic is fully covered and for developing it in a form for presentation by the panel to the conference group.

Some panels may wish to meet in Washington prior to the conference to complete arrangements for presentation of their topic. We will need to be advised as early as possible of any such prior conference meetings so that space may be arranged for them.

Finance - Travel and per diem of representatives to be financed by participating regions and stations.

<u>Proposed Attendance:</u>	<u>Region</u>	<u>1</u>	<u>C. L. George</u>	<u>Classification and Wage Board</u>	<u>"</u>	<u>"</u>	<u>"</u>
		2	E. E. Kiene	"	"	"	"
		3	R. J. Goodell	"	"	"	"
		4	K. M. Daniels	"	"	"	"
		5	E. A. Harris	"	"	"	"
		6	C. G. Brown	"	"	"	"
		7	G. P. Kramer	"	"	"	"
		8	C. S. Herrick	"	"	"	"
		8	H. E. Howard		"	"	"
		9	H. V. Halvorson	"	"	"	"
		SS	H. C. Bradshaw	"	"	"	"
		FPL	W. W. Mitchell	"	"	"	"
		10	Optional				

COPY

UNITED STATES DEPARTMENT OF AGRICULTURE  
Forest Service

Washington 25, D. C.

K  
SUPERVISION  
Meetings  
(Classification Officers' Meeting)

February 9, 1955

P.M. No. 55-6, Supplement 1  
AIR MAIL TO WEST

Regional Foresters  
All Regions

Dear Sir:

Reference is made to PM No. 55-6.

Replies to PM No. 55-6 have now been received from all but two regions. Consensus of opinion (from replies received) is that the proposed agenda for the Classification Officers' Meeting in Washington beginning February 28, is quite complete and that the six days scheduled for the meeting will be well filled.

Attached is the approved agenda and schedule. Please note that only topic No. 7 has been changed. Several regions suggested that there should be some discussion as to the part classification people have in clearing administrative matters (including organization), such as, justifications for positions or questioning of the inclusion of certain duties or the need to describe certain positions as has been recommended. New item B, under Topic 7, does not fully describe this subject but the discussion at the meeting will be broadened to cover those aspects of the problem other than organization.

The time allowance for each topic is, we believe, sufficient to cover the subject if panel chairmen and members have their material organized in advance. Space is so limited in the South Building during the work week that it is impossible to obtain offices for panels to meet prior to the meeting unless it is on Saturday or Sunday. We suggest that consideration be given to advancing date of arrival in Washington to Saturday, February 26 so that panel members can get together and organize their presentations. If this is done, ample space will be available in Forest Service offices. We would like to have your comments on this point promptly so building custodians can be advised.

Attachments

cc: Station Directors

Very truly yours,

Bernard A. Anderson, Chief  
Division of Personnel Management

To Participants:

1. Each region should bring or forward exhibits of
  - A. Forms and letters developed or adapted by the region which are used for collecting data for establishing wage rates.
  - B. Standard job descriptions developed on a regional or forest basis.
  - C. Regional inserts to the USDA Administrative Regulations or Forest Service Manual.
  - D. Regional guides or separates for wage board and/or position classification purposes.
  - E. Forms, questionnaires or regional letters to field which have been helpful to the classification officer in doing his job.
2. The panel chairman or discussion leader will introduce the main topic - pose some questions regarding it - set the stage for statements and suggest guidelines for discussion. He will call on each member of his panel to present his material. Time for each subject should be divided about one-third for statement, and two-thirds for discussion. The chairman, with the assistance of his panel or group, should note and record the main points of the discussion. Following this the chairman and his panel or group will prepare a brief report which will state the situation or problem, concensus of the decisions, conclusions or recommendations. This report will be acted on by the entire group Saturday afternoon, March 5.

ALL SERVICE CLASSIFICATION OFFICERS' MEETING  
Washington, D. C.  
February 28 - March 5, 1955

Monday, February 28

9:00-9:30 Introductions and Program Information - P. B. Hinkelmann

9:30-9:45 Greetings - Richard E. McArdle, Chief, Forest Service

9:45-10:00 - MacHenry Schafer, Director of Personnel, USDA

10:00-10:30 Place of Personnel Administration in Management - E.W. Loveridge,  
Asst. Chief, FS

10:30-11:00 Value of Position Classification in Personnel Administration

B. A. Anderson, Personnel Officer, FS

11:00-12:00 Open session to discuss operational procedures-type of report  
on meeting-night sessions, etc.

12:00-1:00 Lunch

Wage Administration

1:00-3:00 1. Conversion CP to GS and to prevailing rate systems  
W. W. Mitchell, Chairman - E. H. Lane, Adviser -  
K. M. Daniels, E. E. Kiene and H. V. Halvorson, Panel members

3:00-3:15 Recess

3:15-5:15 2. Centralized wage board control and general discussion of  
current problems and trends

T. T. Townsend - Question and answer period

5:15 Adjourn

Tuesday, March 1

9:00-12:00 3. Changes needed in rules and regulations and in Manual of  
Definitions for Wage Board Jobs

E. A. Harris, Chairman - Round table discussion

12:00-1:00 Lunch

1:00-3:00 4. Variance between regions in operations and procedures

H. E. Howard, Chairman - P. B. Hinkelmann, Adviser

C. L. George, C. G. Brown and E. A. Harris, Panel members

3:00-3:15      Recess  
3:15-5:00      Resume above topic  
5:00            Adjourn

Wednesday, March 2                                  Position Classification

9:00-12:00    1. What constitutes a work audit and proper documentation?  
R. J. Goodell, Chairman - J. P. Findlay, P. B. Hinkelmann,  
Advisers - W. W. Mitchell, H. V. Halvorson and E. E. Kiene,  
Panel Members  
12:00-1:00      Lunch  
1:00-3:00    2. CSC field audits - preparation for - participation - negotiations - results, etc.  
Analysis of results of all audits to date, presented by  
E. H. Lane, followed by discussion - representatives from  
Regions 1, 2, 4, 5, 8, 9 - P. B. Hinkelmann - Moderator  
3:00-3:15      Recess  
3:15-5:00      Resume above topic  
5:00            Adjourn

Thursday, March 3

9:00-12:00    3. Factors that distinguish professional from non-professional positions, particularly in Forestry, Accounting and Engineering  
C. S. Herrick, Chairman - J. P. Findlay, F. H. Miller, J. F.  
Pechanec, A. P. Dean and H. E. Marshall, Advisers  
E. A. Harris, R. J. Goodell and K. M. Daniels, Panel Members  
12:00-1:00      Lunch  
1:00-3:00    4. Adequate position descriptions - employee prepared, supervisor prepared, and classifier prepared  
H. V. Halvorson, Chairman - R. P. Foltz, Adviser  
C. G. Brown, W. W. Mitchell and G. P. Kramer, Panel members

- 3:00-3:15        Recess
- 3:15-5:15 5.    Performance requirements and position descriptions  
C. L. George, Chairman - Perkins Coville and P. B. Hinkelmann,  
Advisers - K. M. Daniels, C. G. Brown and H. C. Bradshaw,  
Panel members
- 5:15            Adjourn
- Friday, March 4
- 9:00-12:00 6.    CSC Classification standards: New standards needed? Which  
need revision? Present format for GS-460 series satisfactory?  
Are Department standards for national forest and station adminis-  
trative and clerical jobs satisfactory?  
K. M. Daniels, Chairman - L. Ahlberg and B. A. Neary, Advisers  
C. L. George, R. J. Goodell and C. S. Herrick, Panel Members
- 12:00-1:00      Lunch
- 1:00-3:00 7.    A. Is there a need for a "Forest Service Classification Guide"  
(separate) in view of Forest Service Manual, USDA Adminis-  
trative Regulations, Federal Personnel Manual and CSC  
Classification Standards? If additional guides are needed  
will inserts as prepared by some regions supply this need.  
  
B. Operation's responsibility for determining organizational  
structure - effect upon proposed classifications and correla-  
tion needed between the two functions.  
  
G. P. Kramer, Chairman - P. B. Hinkelmann, G. D. Fox, E. D.  
Sandvig, Advisers - E. A. Harris, C. L. George and E. E.  
Kiene, Panel members
- 3:00-3:15        Recess
- 3:15-4:15        Resume above topic
- 4:15-5:15 8.    Relationship with CSC at regional level  
C. S. Herrick, Chairman - P. B. Hinkelmann, Adviser  
C. G. Brown, G. P. Kramer and R. J. Goodell, Panel members
- 5:15            Adjourn

Saturday, March 5

9:00-12:00 9. How to gain full acceptance of classification responsibilities  
by work supervisors at all levels

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C. G. Brown, Chairman - B. A. Anderson, Adviser  
W. W. Mitchell, G. P. Kramer and H. C. Bradshaw, Panel Members

12:00-2:00 Lunch

2:00 - Conclusions, consideration panel reports, selection committee  
on meeting report, etc.



